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ABSTRACT

The accomplishments and impact of 10 Youth Advocacy Teacher Corps projects in 1978-79 are highlighted in this publication. Section 1 presents an overview of the Teacher Corps from 1965 to 1982 and reviews the development, since 1976, of the 10 Youth Advocacy Projects (YAP). The objectives of the projects (to promote effective educational responses for young people in trouble through cooperative efforts among schools of education, local education agencies, and correctional treatment agencies) are discussed. In the second section, program descriptions written by project staff detail specific intervention strategies and program design and impact. The projects are: (1) "Schooling Alternatives for Troubled Youth" (Alabama) by Thomas W. Hewitt, Frank Turner, and Gwen Mance; (2) "Change & Collaboration: A University Perspective" (Arizona) by Alan R. Brown; (3) "Diversified New Fields of Inservice Education: Effective Tools for Youth Advocates" (Georgia) by Mae Christian Armster; (4) "Achieving Educational Service Goals" (Indiana) by Irving Levy and Fred Hakes; (5) "Country Living Youth Advocacy and Reality Therapy" (Maine) by James Toner; (6) "Intervention Strategies and Program Designs for Young People in Trouble" (Michigan) by Jacqueline Lougheed; (7) "Implementing Educational Services in a Detention Facility" (Oregon) by Terry Bullock, Richard I. Arends, and Frank Mills; (8) "Improving the Educational Opportunities of Troubled Youth: The Dallas Experience" (Texas) by Richard L. Simms; (9) "Vermont Youth Advocacy Teacher Corps Program" by Harry L. Thompson; and (10) "A Youth Advocacy Case Study" (West Virginia) by Alan H. Cooper and Kathryn Maddox. Section 3 presents an essay entitled "Impact and New Directions in Youth Advocacy" by Jacqueline Lougheed and abstracts of five documents, in the ERIC system, about selected YAP projects. (FG)

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IN DEFENSE OF YOUTH:

YOUTH ADVOCACY IN ACTION

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ARIZONA

GEORGIA

INDIANA

MAINE

MICHIGAN

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YOUTH ADVOCACY TEACHER CORPS PROGRAM

Editors:

Jacqueline Lougheed • Irving Levy • Thomas W. Hewitt

Assisted by:

Clarence Walker

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Dedicated to Youth
and Their Advocates

Authors

Thomas W. Hewitt, Frank Turner
and Gwen Mance
College of Education
University of South Alabama
Mobile, Alabama 36688
(205) 460-7104

Alan R. Brown
College of Education
Arizona State University
Tempe, Arizona 85281
(602) 965-6788

Mae Armster Christian
Atlanta Public Schools
2930 Forrest Hill Drive, SW
Suite 208
Atlanta, Georgia 30315
(404) 761-5411, Ext. 271/272

Irving Levy and Fred Hakes
Indiana University
School of Education
902 W. New York Street
Indianapolis, Indiana 46223
(317) 264-2331; 264-4911

James Toner
College of Education
152 Shibles Hall
University of Maine
Orono, Maine 04469
(207) 581-2644

Jacqueline Lougheed
506 O'Dowd Hall
Oakland University
Rochester, Michigan 48063
(313) 377-3087

Terry Bullock, Richard I. Arends
and Frank Mills
College of Education
University of Oregon
Eugene, Oregon 97403
(503) 686-5425

Richard L. Simms
North Texas State University
Denton, Texas 76203
(817) 788-2231

Harry L. Thompson
University of Vermont
445 Waterman
Burlington, Vermont 05405
(802) 656-3834

Alan Cooper and Kathryn Maddox
Kanawha County Schools
200 Elizabeth Street
Charleston, West Virginia 25311
(304) 345-1517

Clarence Walker
Coordinator Youth Advocacy
Teacher Corps Projects
Department of Education
400 Maryland Ave., S.W. FOB-6
Washington, D.C. 20202-3563
(202) 653-8331

Editors:
Jacqueline Lougheed
Irving Levy
Thomas W. Hewitt
with assistance from Clarence Walker

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Foreword

As I look back over the years and review the progress we have made in the care and treatment of young people, there is no question but that we have come a long way. There is also no question in my mind regarding the important role Teacher Corps has played in bringing about these changes.

When I began my professional career some fifty years ago as a referee in the San Francisco Juvenile Courts we operated under the code "Act as a wise parent would." However, over the years the courts were influenced by several theories or fads which affected the way in which we handled the problems of young people. One such fad was the then newly developed intelligence test. Every young person coming into the courts had to be tested and if they scored below seventy they were transferred to another division of the courts for adjudication. If they were adjudicated feeble minded, and this was often the case, they were committed to the state home for the mentally retarded. Before they were released they would be sterilized. This was done because the prevailing theory at the time was that the feeble minded begat the feeble minded. So young people were sterilized to protect society against increased numbers of the feeble minded. Maybe this young person was in court in the first place because he was disobedient or too rebellious for his parents to handle.

There was so little corrective treatment for young people in those days. Take as an example actions predicated on our fear of venereal disease. Because of this fear incarcerated youth were kept in isolation and not allowed to mix with other young people until they were tested and a negative test result was obtained. Waiting for the test and then the results often took a considerable period of time. The testing itself was frequently handled without regard for the personal feelings of the young person. This added personal humiliation to the growing list of injustices the young person suffered.

In these two examples, the use of intelligence testing for mental retardation and the testing for venereal disease, you can see the possible consequences for young people. Fears, theories and fads often dictated court actions. The courts were well meaning, but their actions which often resulted in the abrogation of the rights of young people were seldom questioned. Imagine with me, if you will, the plight of a young frightened and bewildered fourteen year old apprehended for car theft. He suffers humiliation, isolation and deprivation from all that has meaning in his life while he waits in a small cell devoid of all but the most simple of necessities. This isolation is sometimes for an extended period of time while he waits for a court hearing and to be tested for this and for that. Imagine what this does to this young person. Where are his advocates, those to defend his rights?

Teacher Corps Youth Advocates have consistently defended the rights of young people. They have developed new programs of teacher preparation in the universities and new programs for children in schools, youth serving agencies and juvenile justice facilities. They have prepared their Teacher Corps

Interns not only in the academics, but to be effective advocates for children. Many young people in the schools who are classified and labelled as disruptive or delinquent are excluded from the mainstream of the educative process. So often little is attempted to change their behavior and attitudes or the labels they are given. It is a miracle if they survive and they would not without the caring people. Teacher Corps Youth Advocates have been these caring people. They seem to have escaped becoming hardened and overcome by the problems they have seen. They have been committed advocates who possess very special feelings toward young people in trouble. This caring and commitment takes me back as few things ever have to the wonderful care I received from the nuns in the convent. They were committed, caring people who took such marvelous care of me in my early years.

In am very glad to see this book on Youth Advocacy. These days we hear so much about the bad things young people are doing and so little about the good things I see them doing all the time. I hear very little about the rights of young people or plans to help them become caring, responsible adults. This book speaks to the rights of young people. Many of the programs described can serve as models to others planning and implementing programs. Others would do well to follow these Teacher Corps Youth Advocacy examples. When it comes right down to it, in my recollection, there are very few organizations that have stayed away from the fads and never lost sight of their original mission. Teacher Corps is one of those rare exceptions. In my opinion, Teacher Corps Youth Advocates have never lost their vision and because of this they have made a difference for all young people but especially for those whom others have rejected and disenfranchised.

In the early years of Teacher Corps, I made a concerted effort to visit programs. These visits were not prearranged or organized by Washington. The Teacher Corps Interns I observed, often working under very difficult circumstances in schools, agencies, or communities, demonstrated a commitment to the young people with whom they worked. More often than not they were determined to make a difference. The importance of this determination to make a difference was brought home to me through an experience I had while still on the bench. I was visiting a prison one day and noticed a young man working with a hand printing press and he seemed to be engrossed in his work. It was an old printing press and I can still see the beauty of its wood. I asked one of the guards about this young man and was told that he had been in prison for a number of years and was about to be paroled. I went over to him and began to talk. I mentioned that I had learned he was soon to be paroled and I was surprised that he did not seem to be excited or pleased about leaving prison. So I asked him why and he explained that he would never get a job as important as this on the outside. I asked him what was so important about this job and I will never forget the look of utter amazement that came across his face, a look of how can you ask such a question. He pointed to his press and said, "But for me this wouldn't work!" He had found

his way to make a difference. He had found a meaningful and important role for himself. All of us have this need but its realization is often denied us.

Teacher Corps Youth Advocates leave behind a legecy of "But for me this wouldn't work!" They have defended the rights of young people. They have developed new programs, tested interventions and brought about positive changes in the lives of countless numbers of young people. Through this book they pass this legacy along to you with very specific suggestions of ways in which we can all be in defense of youth.

Judge Mary Conway Kohler
Chairman of the Board of Directors
National Commission on Resources for Youth
New York, New York
June, 1982

Preface

As Coordinator of Youth Advocacy Programs for Teacher Corps and with over three decades of experience in working with youth, I have been committed to helping others working with youth identified as delinquent and disruptive. In 1966 when I joined Teacher Corps, it was my opinion that Teacher Corps was missing an important opportunity to serve this particular segment of our nation's youth. It took the insight of then director, William Smith, to realize that some Teacher Corps projects should become advocates for troubled youth.

Youth Advocacy projects have been aware of the vicious cycle in which young people become trapped through problems, lack of success and inadequate intervention in the schools, treatment facility and communities. Youth Advocacy projects have helped to break this cycle through the programs they have developed. In addition, they have helped insure real communication and dialogue between schools, communities, juvenile justice and treatment facilities and higher education.

When one reflects over the years, distances traversed and impacts made on universities, schools, communities, youth serving agencies and juvenile justice facilities, all this was possible because of a very special group of dedicated people. These people, the Teacher Corps Youth Advocates were able to take ideas and concerns and shape them into programs for troubled youth. We can now look back and know our efforts were an important beginning in designing more appropriate and effective programs of prevention, intervention and reintegration for young people in trouble.

I am personally grateful to all those persons, past and present, who have given so unselfishly of their time, talents, energies and unswerving devotion to Youth Advocacy projects. The readers should be impressed with the variability in approaches and impact obtained by each project. As we look to the future let us never forget that the real strength of America is found in nurturing and preparing our youth for future roles of responsibility. This fact demands that all of us continue as advocates for youth.

Clarence Walker
Youth Advocacy Coordinator
Teacher Corps
Department of Education
Washington, D.C.
June, 1982

Introduction

This book was written to highlight the accomplishments and impact of ten Youth Advocacy Teacher Corps programs. To capture the richness and uniqueness of each project as well as the similarities across projects, two approaches were used. First of all, the ten program Directors were individually interviewed. These interviews provided perceptual data on accomplishments and impact of individual projects as well as perceptions of combined efforts when projects worked together on common thrusts and issues. The information obtained through the interviews was interwoven into Sections I and III. Secondly, projects were asked to write brief program descriptions as well as a chapter detailing specific intervention strategies, program designs and program impact. These individual chapters represent a rich array of efforts to improve the educational environment and opportunities for young people in trouble. The individual chapters are contained in Section II.

The accomplishments and impact of the projects describe prevention, intervention, and reintegration programs. Specific strategies outlined include: the use of new technology; collaborative and interagency linkages; program and change strategies at the university; programs, training and involvement activities in the community; and new programs, interventions and research in the schools.

Throughout this book there is a resounding statement about the rights of troubled youth and clear demonstration that new programs and intervention strategies do make a significant difference with young people in trouble. When programs are more responsive and climates are more conducive our potential for changing the attitudes and behavior of troubled youth is greatly enhanced. Our potential for change is further enhanced through collaboration and interagency linkages.

It is the hope of the authors that this book will be of interest to program designers and implementers in universities, schools, juvenile justice facilities, youth serving agencies, and communities. In addition, that it will be of interest to decision makers and policy formers in its presentation of Youth Advocacy issues and suggested new directions for future efforts.

Several people have contributed to this book. Clarence Walker, Coordinator of Youth Advocacy Teacher Corps projects gave freely of his time to facilitate this effort. It was his dream to compile this final statement highlighting the accomplishments of the ten Youth Advocacy projects. To him goes a great debt of thanks for all that he has contributed to these projects and their success over the years. The editors would also like to acknowledge the willingness to participate on the part of the ten Directors and their program staffs. This book would not have been possible without their support and dedication to their programs and to Youth Advocacy issues and concerns. We would also like to thank Annette Gromfin for her comments and background information on this Teacher Corps effort as well as suggestions on future directions for Youth Advocacy. Four people, Jaqueline Sferlazza, Mary Jane

Lippman, Cynthia Lewis-Ortiz, and Linda Burcham deserve a special "thank you" for their typing of the manuscripts. A sometimes tedious task.

Teacher Corps Youth Advocacy programs had less than ten years to make an impact for troubled youth. That impact was made and this book is an attempt to capture some of the inspiration, dedication and commitment of this group of very special Youth Advocates. This book we pass along as part of our legacy to you.

Jacqueline Lougheed
Editor
Oakland University
June, 1982

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SECTION I

INTRODUCTION

1 Teacher Corps

Jacqueline Lougheed
Irving Levy
Thomas W. Hewitt

An Historical Overview 1965-1982

In 1965 Congress passed legislation creating Teacher Corps, a counterpart to Peace Corps and Vista, mandated to address the educational needs of low income students. The legislation proposed a new model of teacher education based on a two year experience-base practicum in schools. The practicum experience, four times longer than that required by most teacher education institutions, provided the core of the training model. Theory and knowledge-base components were directly related to the teacher-interns classroom experiences. The interns were a nationally screened, locally selected group of young men and women with baccalaureate degrees in fields other than education. Experienced teachers, released to serve as supervisors and coordinators of the interns, provided one of the early experiences in differentiated staffing for teachers. The model also called for concentration of efforts in a few schools. It was anticipated that this concentration would increase the probability for change. Community involvement and community-based components were to be important features of this model. Universities participating in Teacher Corps programs were carefully selected on the basis of their willingness and anticipated potential to reform current practices in teacher education.

In 1974, because of the changing needs for new teachers, the Teacher Corps legislation was rewritten. In the new legislation the number of interns was significantly decreased and inservice training for teachers in the schools was significantly increased.

Teacher Corps was authorized under Title V of the Higher Education Act of 1965 (P. L. 93-380 amended 1974, 1976). As stated in the legislation, the purpose of the Corps was to strengthen the educational opportunities available to children in schools having concentrations of low-income families and to

encourage colleges and universities to broaden their programs of teaching preparation and encourage institutions of higher education and local educational agencies to improve programs of training and retraining for teachers and teacher aides by:

1. Attracting and training qualified teachers who will be made available to local educational agencies for teaching in such areas;
2. Attracting and training inexperienced teacher-interns who will be made available for teaching and inservice training;
3. Attracting volunteers to serve as part-time tutors or full-time instructional assistants in programs carried out by local educational agencies and institutions of higher education serving such areas;
4. Attracting and training educational personnel to provide relevant remedial, basic, and secondary educational training, including literacy and communication skills for juvenile delinquents, youth offenders, and adult criminal offenders;
5. Supporting demonstration projects for retraining experienced teachers and teacher aides serving in local educational agencies. (Title V, Part B., Subpart 1)

In 1978 Teacher Corps Rules and Regulation changes published in the Federal Register specified the following four outcomes for projects:

1. Improved school climate which fosters the learning of children from low-income families;
2. Improved educational personnel development systems for persons who serve or who are preparing to serve in schools for children of low-income families;
3. The continuation of educational improvement (including products, processes and practices) made as a result of the project, after Federal funding ends;
4. The adoption and adaptation of those educational improvements by other educational agencies and institutions.

The Rules and Regulations also included the following key program requirements: education that is multicultural; diagnostic/prescriptive teaching; integrated preservice and inservice training designs; and community-based education. It was mandated that projects would have: an elected Community Council; a Policy Board representing key decision makers from participating institutions and the Community Council Chairperson; and a collaborative mode of operations involving the associated institutions, community and other vested interest groups. Another significant change in the 1978 Rules and Regulations increased the life span of the projects from two to five years. Approximately eighty projects were funded in 1978 and an additional fifty in 1979. All of these projects were designed to demonstrate, disseminate, and institutionalize more effective and responsive educational programs. This represented a major long-term effort to impact American education.

Networking

As Teacher Corps projects responded to the federal legislation in local settings, it became increasingly apparent that there was a need to facilitate sharing and communication across projects. In addition, local project demonstration efforts became more comprehensive in scope. Materials, models, teaching techniques, and intervention strategies were being developed and implemented and Teacher Corps lacked a retrieval-dissemination system. It was both this growing complexity and comprehensiveness of project response, as well as project needs for assistance and collaboration with other projects on program development, that spurred five Teacher Corps projects in the City of New York to organize into the first formal network in 1972. The primary focus of this network was to assist the individual projects in the development of competency-based teacher education programs. This initial experiment proved to be so beneficial that the original five projects were soon joined by all Teacher Corps programs in the State of New York. This network served as a prototype for others and by early 1974, Texas and California had formed similar state-wide networks. This early development of networks not only marked the beginning of the formal organization of networks in Teacher Corps, but also set the precedent that individual networks would determine by mutual agreement their own focus in networking. As state-wide networks were becoming operational, efforts were under way to spread networks nation-wide to include all projects. To a great extent, this became a reality by 1974.

Projects were organized into regional networks patterned on the Federal Regions. These networks eventually became twelve in number and included California, Far West, Mid-Atlantic, Mid-South, Midwest, New England, New York, Plains (Mink), Rocky Mountain, Southeast, Southwest, (LOAN), and Texas. In addition, three special thematic networks were created. The Research Adaptation Cluster was formed to help projects with a strong research adaptation focus. The Youth Advocacy LOOP consisted of projects focusing on the special needs of delinquent and predelinquent youth. The Southern Consortium was organized to assist teacher education institutions in the South. With the development of the thematic clusters, projects could be members of more than one network. Membership in thematic clusters did not preclude membership in the regional networks and vice versa.

Over the years there was a mix of old and new programs, with some projects continuing in a network over its life span. This continuity added a certain level of stability.

Directors of local projects were assigned to networks in their region as well as in some cases to like theme networks such as the Youth Advocacy LOOP. Directors of local projects formed the Board of Directors for the network. The Board was responsible for planning, implementing, and evaluating the activities of the network. Each Board elected a chairperson and selected a full-time Executive Secretary. The Executive Secretary, assisted usually by a staff of two, carried out the responsibility for facilitating, supporting, ar-

ranging, and organizing the activities proposed by the Board. In addition, the Executive Secretaries facilitate sharing across networks as well as with the Washington Teacher Corps Coordinator of Networks. Washington Program Specialists were assigned to a regional network in which the majority of their projects resided. Both the Network Coordinator and the Program Specialists provided important coordination, facilitation, and resource allocation services to the networks.

Networks became formal structures providing professional development assistance. Seeking support and information sharing links has always been a fact of professional life. Having others as sounding boards and reality checks supplied both a balance as well as stimulus important in any creative effort. Sharing ideas and resources with others also tended to expand the success potential, as well as increasing individual spheres of influence. This support base, among other things, helped many new project Directors shape their project's world in a more manageable or at least more understandable fashion. In many cases it provided that added support to encourage Directors to take risks they might otherwise not have attempted. Conferences and site visits were planned and technical assistance and consultants were obtained. Materials were shared and projects cooperated in the validation and utilization of materials. Additional materials were developed, papers and monographs were published and disseminated throughout Teacher Corps and to the profession-at-large. The conferences, visits, technical assistance, and material validation and development provided through the network centered on all four federally mandated program outcomes. The network also provided technical assistance to projects in the development of key program requirements, including education that is multicultural, diagnositc/prescriptive teaching, integrated pre- and inservice teacher education programs, community-based education, and the election of the community council.

The value of sharing and collaboration across projects not only strengthened local project efforts, but through the process of identifying, implementing, and evaluating practices, products, and procedures, national priorities were influenced, changed, and in some cases more clearly defined through the efforts in the field. Networking in Teacher Corps had a profound impact on local efforts as well as on national goals.

Perceptions of Intent and Impact

The collective history of individual Teacher Corps projects and networks gives insights into a core of enduring results both planned and accidental. Three strands emerged, the leadership provided in creating change, the emphasis on developing collaborative linkages among participants and agencies, the formulation of new techniques and operational strategies in preservice and inservice educational settings. Depending on the particular location and the mix of institutions and agencies, evidence of impact was common in the uni-

versity setting, the local schools and the community. Teacher Corps programs became primary linking agents. Each project brought schools, universities, communities together in a common cause but from differing perspectives, linkages that required negotiated collaboration in solving problems and reaching goals, a legacy of resolving problems collectively.

New techniques and strategies were devised or born in efforts to improve preservice and inservice programs at all levels. Competency-based education (CBE) and competency-based teacher education (CBTE), new teacher preparation models, multi-cultural components, special resource centers, special community training activities, diagnostic/prescriptive teaching all represent broad themes made particular in and tailored to the local project setting. In Youth Advocacy projects, these themes, as represented in local program activities, underscored innovation in addressing the training, schooling and human development needs of special learners: the legion of troubled and delinquent youth often lost in the educational process.

The special meaning of progress in Youth Advocacy and other Teacher Corps programs is represented in the idea of leadership. Teacher Corps projects provided a climate for experimenting with new forms of organization and new conceptions of how leadership might function. What emerged was a generic collective decision-making model particularized in each local setting. The integration of policy-board and management decision-making representing all groups forming the Project was a significant contribution to understanding leadership in education. In this collective experiment with leadership, Teacher Corps projects have demonstrated that such models need not be rigid heirarchical structures promoting stratified decision-making. Instead they can be based on role persons possessing equity and sharing the function of decision-making. Such a functional approach enhanced a program's possibilities because it provided access for all to influence the project's direction. This implied a legacy of leadership through efficacy, with each individual a part of leadership.

The themes of leadership, technique and collaboration stood out in the Teacher Corps experience. They were manifest not only in the objective sense of the historical record for each project but also in the subjective interpretation of each individual's experience. In the subtle meanings of the Teacher Corps experience the core of intentions were affirmed in the impact realized.

2 Youth Advocacy Teacher Corps

Jacqueline Lougheed
Irving Levy
Thomas W. Hewitt

An Historical Overview

In late 1966, Richard A. Graham, then Director of Teacher Corps, was urged by Senator Robert F. Kennedy to explore the possibility of a joint VISTA and Teacher Corps effort with young offenders and juvenile delinquents. Staff from these two programs and from the senator's staff worked together on this suggestion, and an amendment to the Economic Opportunity Act of 1964 was enacted in 1967. However, when funds were not appropriated, VISTA and Teacher Corps went ahead with a cooperative effort. This project resulted in Teacher Corps working with offenders incarcerated within the New York City Department of Corrections at the Rikers Island facility. The target group were those offenders within six months of release and planning to return to the South Bronx. This Teacher Corps effort was combined with a VISTA project in the South Bronx. Scope of effort centered around a pre-release/post-release program. The Teacher Corps teams set up a school and learning center within the Rikers Island facility. Teacher Corps stayed with this effort for one year but the VISTA component continued to function.

Following the Rikers Island program Teacher Corps experimented with three small adult corrections projects from 1969 to 1971. These projects represented Teacher Corps continuing efforts to relate to correctional facilities and the justice system. To a large extent it represented the first large scale involvement of universities and colleges in correctional facilities. These early efforts in corrections were small in that the Corrections projects were only half the size of regular Teacher Corps programs for that time. But, in 1970, an amendment to Teacher Corps legislation was approved that called for projects "...designed to meet the special educational needs of juvenile delinquents,

youth offenders, and adult criminal offenders, and persons who have been determined...to be predelinquent juveniles..."

The expansion of the legislation to include the special educational needs of juvenile delinquents, youth offenders and predelinquent juveniles along with adult criminals reflected changes in direction that were taking place in many states and local governments. New programs for troubled youth and alternatives to incarceration were needed. Another need identified at this time was to promote greater community involvement in and community placement of programs for troubled youth through the schools, juvenile facilities, churches, half-way houses, community agencies and organization. Teacher Corps took a leadership role at this point in the development of new programs for troubled youth. Several specific needs and concerns became central to the new programs. They included:

1. Erratic or less-sophisticated educational programs for troubled youth in the schools.
2. Societal rejection of failures and those in trouble.
3. Lack of linkages between public educational systems and the correctional systems.
4. Lack of community based services for re-entry.
5. Lack of educational programs for incarcerated youth.
6. Increase in hard-core discipline problems in the schools and communities.
7. Need to upgrade teaching skills for remediation in basic skills.
8. Need for developing new approaches in delinquency prevention for schools and communities.
9. Need for teacher education cirricula to prepare teachers to work with troubled youth.
10. Need to pull together the resources of the public schools, correctional departments, local police agencies, Juvenile Justice Departments, universities, community-based services, and "grass roots" community persons.

Teacher Corps responded to this listing of needs and concerns with two full size projects involving high schools and institutions for juvenile delinquents in the Los Angeles, California area and in the State of Oregon. Later other projects relating directly to schools and delinquency were started in 1971 (New York City) and in 1972 (Milwaukee, Wisconsin). By 1972 seven Teacher Corps Corrections projects were in operation. In capital outlay this represented approximately five percent of Teacher Corps appropriations. The programs ranged from high school to adult correctional education projects. Each had a clearly defined theoretical basis and some outstanding innovative program characteristics. The goal of these projects was a basis for an analysis and synthesis of school, community, court and institutional interaction. The major objective was to promote a more effective educational response for young people in trouble.

The exclusion of programs for adult offenders and the exclusive focus on troubled youth and youth advocacy took place by 1974. This shift in program focus was predicated on several specific considerations including Teacher Corps primary stated mission of improving educational programs for school-age children and youth. In 1974 there were six Youth Advocacy Teacher Corps programs. These programs were located at Arizona State University, University of Southern California, New Jersey State Education Department/Montclair State College, University of Vermont, Loretta Heights College and Baltimore Public Schools/Morgan State College.

In 1976, ten Youth Advocacy projects were funded. These programs were located at Arizona State University, Stockton Public Schools in California, Loretta Heights College, Atlanta Public Schools, Northwestern University, Indiana University, University of Maine-Orono, Oakland University, Morgan State University and University of Vermont.

Objectives of Youth Advocacy Projects

From the onset, Youth Advocacy Projects (YAP) treated education as a positive intervening force in the lives of delinquents and predelinquents. Youth Advocacy called for more humanistic procedures administered in a new framework that focused on youth in trouble rather than youth in delinquency.

Youth Advocacy projects were concerned with strengthening the educational opportunities of school-age children who had been identified as delinquent or disruptive. Many such targeted young people had already dropped out of school and had been officially processed as delinquent. YAP was among the first programs in the nation to develop strategies for educating disenfranchised youth. Traditionally, schools had dealt with troubled youth through suspension or incarceration. Youth Advocacy projects accepted the challenge of working with disrupters in school settings.

With few models in existence for educating these youth, YAP had to develop new models and directions in inservice training and programs in the schools. At a time of considerable public concern about alternatives for troubled and behaviorally different young people, Youth Advocacy developed more responsiveness and effectiveness within the community in dealing with youth in trouble. It sought cooperation between relevant agencies and educational institutions to bring about greater responsiveness and effectiveness.

Qualifications for Youth Advocacy Status

To qualify as a Youth Advocacy project, a Teacher Corps project had to concern itself with the educational needs of compulsory school-age youth who had been identified through some existing process as delinquent, predelinquent or disruptive.

All other Teacher Corps specifications had to be met in that there was involvement with an Institution of Higher Education (IHE) with the capability of offering graduate level teacher training and certification. The IHE joined with a Local Education Agency (LEA) to submit an application for funding. The LEA was, in most cases, a public or private non-profit agency or school having jurisdiction over youth who had been designated delinquent, predelinquent or disruptive. Teacher Corps Youth Advocacy projects could also function within the public school system's elementary/secondary program or within the school program of a state or local juvenile justice system. The latter could include academic and vocational schools in detention centers, within closed institutions, or in community-based alternatives to juvenile institutions. Potential field-based training for all educational personnel in the system was another requirement. Educational involvement had to include teachers (preservice and inservice), counselors, community youth workers engaged in educational roles, aides, and volunteers. The retraining had to have the potential to be replicated and used for a wider audience. In addition, each project had to be a demonstration project.

Program '78 and '79 Projects

Termination of the ten "Program '78" and "Program '79" Youth Advocacy projects in 1982 coincided with the phase-out of the national Teacher Corps effort. Youth Advocacy project interns and staff worked with students in middle and senior high schools and with ex-offenders in a variety of rural and urban settings, both in schools and outside schools. These Teacher Corps projects operated reentry centers in high schools, established learning centers in detention facilities, and developed educational programs within community-based treatment centers for delinquents. They also trained and retrained teachers to more effectively deal with deviant behavior in the regular classroom as well as teacher/counselors to serve as liaison persons between school districts and students who were temporarily in the custody of correctional authorities.

A facilitating organization known as the Youth Advocacy LOOP, was the formal structure providing a vehicle for interproject communication and information dissemination. The Loop served in a "broker" capacity in developing technical assistance activities of mutual interest that could not be supported by a single project. The Youth Advocacy Loop helped project personnel gain a broader perspective regarding juvenile delinquency treatment strategies, the community, and teacher training. These activities included numerous publications, meetings, and conferences, all designed to bring about an improvement in the quality of services extended to youth in trouble.

From a small program in South Bronx working with adults to ten diverse and dynamic projects serving the needs of young people and their families and

communities, Teacher Corps Youth Advocacy proved itself to be an important contributor to the American educational and juvenile justice systems.

Youth Advocacy Networking

A precurser to the Youth Advocacy LOOP and the first attempt at thematic networking for projects in Corrections and Youth Advocacy was proposed in 1974. This particular grouping was called the Youth Advocacy Cluster and it was designed to provide communications among the existing six projects. It was proposed that the Youth Advocacy Cluster would help project Directors strengthened their individual projects through information and resource sharing combined with systematic study and testing of new program development efforts. The Cluster was seen as a vehicle to increase cohesion among the projects which in turn could strengthen the efforts of the projects to impact Teacher Corps national policy. A Field Liaison person was employed to provide technical assistance to the projects in material development, conduct site visits, facilitate linkages with criminal justice and other agencies and organizations and assist in future planning and program development. In addition to these responsibilities the Field Liaison person was to work closely with the Coordinator in the Teacher Corps Washington Office, Clarence Walker.

The Youth Advocacy LOOP was formed as the transition from Corrections to Youth Advocacy was finalized. This shift in emphasis along with the Cluster experiences dictated changes in scope of effort, organization and governance structure for the LOOP. The formation of the LOOP was patterned more closely after the larger effort of Teacher Corps in providing networks for better communications and support between and among projects as well as with the national office. Unlike the state and regional networks described in Chapter 1, the Youth Advocacy LOOP was a thematic network designed to meet the specific needs of Youth Advocacy Projects. However, in most other respects it paralleled the state and regional networks.

Following the organizational pattern of the regional networks the LOOP was governed by a Board of Directors comprised of all Youth Advocacy project Directors. The Board hired a staff of two full time people (Executive Secretary and Evaluation Assistant). A LOOP Coordinator was assigned from the Washington Teacher Corps Staff. The primary goals of the LOOP were: 1) to establish an interproject information system in order to share ideas, methods, materials and needs; 2) to establish between projects a cooperative effort regarding program design and training programs and to support mutually needed training; 3) to provide a forum for critical analysis of more positive and innovative program developments which could be field tested and disseminated; 4) to assess and develop evaluation procedures as a way to clarify direction; 5) to identify strategies for articulating educational programs to other relevant community-based institutions which are decision makers in the

lives of troubled youths—such as corrections, juvenile law enforcement, youth employment and other youth serving agencies connected to the juvenile justice system.

Meetings of the Youth Advocacy LOOP's Board of Directors were scheduled each year on at least a quarterly basis. The meetings centered around identifying solutions to project needs, planning for staff development activities, conference planning, dissemination of validated materials and the documentation and publication of project accomplishments, concerns and issues.

The LOOP as an organization was extremely productive. Among its accomplishments were a series of national conferences focusing on various Youth Advocacy topics. These included: "Student Initiated Activities"; "Curriculum Models for Teaching Troubled Youth"; "New Roles for Youth in Governance"; and "Interagency Networking" (Satellite Telecommunications Conference). Other LOOP conferences focused on training needs of project and adjunct personnel. All conferences brought together local, regional and national decision makers and policy formers to assess and design project efforts as well as to set future directions. Many of these conferences resulted in publications. (See Other Publications by the Ten Youth Advocacy Teacher Corps Projects-Chapter 14.) The publications were widely distributed to universities, state departments of education, public schools, communities, law enforcement agencies and the courts. The Youth Advocacy LOOP was a very successful support vehicle for the efforts of individual projects. In addition, over time this network provided a forum for the exchange of ideas and promoted interagency links with other federal, regional and local efforts in Youth Advocacy. One important example of interagency links was the Teacher Corps and Juvenile Justice agreement negotiated in 1976.

Interagency Agreement OJJDP-T.C.

IN August 1976, an interagency agreement was finalized between Teacher Corps, Washington and the Office of Juvenile Justice and Delinquency Prevention (OJJDP). As a result of the agreement, amendments were attached to the ten Youth Advocacy Teacher Corps projects to study student disruptive behavior and negative attitudes of adults toward disruptive youth in schools and institutions. This particular effort became part of a national "School Initiative Study" sponsored by OJJDP. The total study, including a substance abuse component, was designed to provide an information base and test strategies for reducing crime and disruptive behavior in schools. It was considered appropriate to negotiate part of the study as amendments to Youth Advocacy projects for several reasons, including: 1) the focus on strengthening educational opportunities for school-age children and youth identified as delinquent, predelinquent, or disruptive; 2) that youth in these projects are housed in a variety of settings such as detention centers, incarceratory institutions, public or private nonprofit schools for delinquent youth, or

special centers within a public school which serve the special needs of juvenile delinquents and/or youth offenders; 3) Youth Advocacy projects provide continuous professional development for staffs working with troubled youth, while aiming to develop more effective teaching and management strategies to improve the education environment for troubled youth; and 4) the projects work toward strengthening the community, agency, institutional, and judicial links on behalf of troubled youth.

The circumstances which led to the evolution of this historical and important national interagency agreement were multiple. Among these was an article written by Senator Birch Bayh, the Chairman of the Senate Subcommittee on Juvenile Delinquency of the Senate Judiciary Committee. In this article, the Senator characterized the issue of crime by youth as a grave national problem. He noted:

> "rising level of violence and vandalism in the nation's public school system...and its connection with the nature and quality of school experience. To the extent that our schools were being subjected to an increasing trend of violence and vandalism, they would necessarily become a factor in the escalating rate of juvenile crime and delinquency." (Bayh, 1978.)

There was growing public concern about youth violence and school disruption. In response, the 93rd Congress of the United States, through its investigations by committees, established the framework for Public Law 93-415, the Juvenile Justice and Delinquency Prevention Act of 1974 which gave authority to OJJDP and the Law Enforcement Assistance Administration (LEAA) to engage in programs to attack the problems of crime and delinquency in school settings. In an attempt to determine the nature and extent of delinquency in the schools, the following was enacted:

> "Congressmen Bingham of New York and Bell of California introduced the Safe School Study Act in the House of Representatives. Following similar initiatives in the Senate by Senator Cranston of California, the Ninety-third Congress, as part of the Education Amendments of 1974 (Public Law 93-380), required the Department of Health, Education and Welfare (HEW) to conduct a study. The objectives of that study were to determine the frequency and seriousness of crime in elementary and secondary schools in the United States; the number and location of schools affected by crime; the cost of replacement and repair of objects damaged by schools crime; and how school crime can be prevented." (Califano, Berry, Graham, 1977.)

The study conducted by the National Institute of Education (NIE) sampled 4,000 elementary and secondary school principals in a mail survey, followed by onsite surveys of a nationally representative cluster sample of 642 junior and senior high schools, and finally, a more intensive qualitative study of 10 schools.

There were many important conclusions and findings from this study. Evidence gathered in collaboration with other studies and official sources indicated that acts of violence and property destruction in schools, which increased throughout the 1960s to the early 1970s, leveled off and continued as a serious problem. Eight percent of all schools indicated that vandalism, personal attacks, and thefts were at a serious level. This figure represented at the time approximately 6,700 schools in the nation. As expected, secondary schools reported higher levels of school crime than elementary schools. NIE also found that:

> "The proportion of seriously affected schools is related directly to community size: the larger the community, the greater the proportion of schools having a serious problem. The proportions ranged from 6 percent of the schools in small town and rural areas to 15 percent in large cities. . . although cities had the largest proportions of seriously affected schools, suburbs and rural areas had the largest number of such schools. In terms of numbers then, the problem cannot be seen as essentially urban." (Califano, 1977.)

Today young people acting in disruptive, destructive ways are found in any community, socioeconomic level, and ethnic group. Many professionals working with these young people feel that such problems may be a reflection of the conditions of our changing society and complicated way of life. It may also be a reflection of the way we treat one another, and more specifically the way we treat students and the environments provided for them.

From the NIE "Safe School Study," David Boesel, director of the study, found that 22 factors were consistently related to the level of school vandalism, disruptiveness, and crime. Among the important factors identified were:

1. Impersonalization and alienation at school leads to disruptive behavior
2. Larger schools with larger classes have more trouble
3. Increasing the teacher to student ratio, less trouble and better school climate results
4. Schools in which students feel they have some control over what happens to them and in which they feel their courses are relevant have less trouble.

Congressional support through two administrations and approval by two Presidents set the stage for the OJJDP-T.C. interagency agreement. The legislative mandates and administrative support allowed OJJDP/LEAA to work with the Office of Education and Teacher Corps Youth Advocacy Programs, in the development and evaluation of this joint federal effort.

In 1975 OJJDP began its national "School Initiative Study." They began by examining a number of federal programs designed to assist schools in solving a variety of problems, including attempts to improve the climate of the school. OJJDP had already determined that if a successful effort was to be launched to prevent and reduce crime in the schools, it was essential that the U.S. Office of Education (USDE) be involved. One of the programs identified

as potentially effective in this national initiative was the Teacher Corps. A possible interagency approach was consistent with the legislative mandates of the Juvenile Justice and Delinquency Prevention Act (JJDPA) of 1974, the enabling legislation for OJJDP. Specifically, Section 204(b)(4) of the Act stated that the Law Enforcement Assistance Administration's Administrator shall:

> Implement Federal juvenile delinquency programs and activities among Federal departments and agencies and between Federal juvenile delinquency programs and activities and other Federal programs and activities which he determines may have important bearing on the success of the entire Federal juvenile delinquency effort. (JJDPA Sec. 204(b)(4)

In addition, Section 224 called for the funding of projects:

> ...to assist public and private agencies in providing services for delinquent youth and those in danger of becoming delinquent. Other projects focus on the reduction of unwarranted suspensions and expulsions from schools through "educational programs or supportive services designed to keep delinquents and to encourage other youth to remain in elementary and secondary schools or in alternative learning situations." (JJDPA Sec. 223[a][10][E]).

The 1977 amendments to Section 244 were even stronger in their encouragement of cooperation in programming, calling for

> ...coordination with the Commissioner of Education "to encourage new approaches and techniques with respect to the prevention of school violence and vandalism." (JJDPA Sec. 224 as amended 1977)

Thus, in the spring of 1976, talks began between OJJDP and several divisions within USOE to examine the possible joint strategies to deal with school crime and disruption issues. As a result of these discussions, OJJDP negotiated interagency agreements with two programs within USOE, the Alcohol and Drug Abuse Education Program (ADAEP) and Teacher Corps. The agreement with ADAEP provided that regional training centers would be used to train multidisciplinary teams from schools across the country in problem solving skills. Such skills would allow the teams to develop effective programs to reduce school crime and disruptive behavior, using those techniques which the centers had already found effective in dealing with alcohol and substance abuse problems in schools.

An initial discussions with Teacher Corps and subsequent discussions within Teacher Corps, it was decided that an interagency agreement with OJJDP for the purpose of a demonstration effort focused on reducing crime and disruptiveness in the schools and the possible reduction of concommitant fear associated with these acts was both desirable and appropriate.

Having decided upon the appropriateness of the activity the two agencies drew up a statement of agreement. The agreement called for OJJDP to transfer to Teacher Corps the sum of $2,000,000 for the following description of services or activities:

"This program will demonstrate the degree student-based intervention initiatives can reduce the incidence of crime, violence and disruption occurring in our nation's schools and the climate of fear associated with these events. The process for achieving this goal will be through interventions designed and implemented by students. Instruction will be provided students in the skill and knowledge needed to design and implement effective interventions; training will be furnished to school, community and participating juvenile justice system personnel to enable them to be involved in support of this strategy. In addition, expertise gained through institutionalization of various elements of the existing Teacher Corps project will be brought to bear so that there will be dialogue and interchange of experiences between the new component and the regular Teacher Corps team." (Friedman, 1976.)

The agreement specified several important features. Students participating in the activities were to be recruited from a cross-section of youth at the selected school. Students were to be included who had been involved in activities disruptive to the school and community, had been involved with the juvenile justice system, were viewed as potential school drop-outs, or were viewed as potential disrupters. In addition, it was considered critical that troubled youth should work with students holding traditional student leadership roles. It was hypothesized that such a cross-section of students could legitimatize and make viable a mechanism for personal expression about things of real concern. The second major feature of the effort was the identification of student-based initiatives as the intervention strategy. The reasons for this selection and its interpretation need further discussion.

The idea for student-based initiatives was generated out of the concept of youth participation. This concept had been an integral part of the philosophy of OJJDP since its inception. The Juvenile Justice Act, for example, called for a National Adivsory Committee for Juvenile Justice and Delinquency Prevention, one-third of whose members were to be under 26 years of age. A similar requirement was made of state juvenile justice advisory groups. In addition, states were mandated to use funds for advanced techniques to prevent delinquency, including "Youth initiated programs and outreach programs designed to assist youth who otherwise would not be reached by traditional youth assistance programs." (JJDPA Sec. 223(2)(10)(G), as amended.)

Youth Advocacy Teacher Corps project personnel and others in the fields of juvenile justice and school intervention programs for troubled youth agreed with the premise supported by OJJDP legislation and programs. The premise stated, in effect, that the higher the level of involvement and participation youth have in making decisions about significant areas of their lives, and the greater their ability to act upon their decisions, the greater the probability that these activities would impact positively upon their behavior, reducing acts of disruption and destruction. The relevancy of a psychology of participation to crime and delinquency problems has been the focus of several studies.

(Lougheed, 1977) (Fishman, 1965) (Schurtzgebel, 1954.) This relevancy was implicit in the work of Lewin and his followers (Cartwright, 1951), and explicit in the writings of Cressey (1955) and Cloward and Ohlin (1961) on delinquency and opportunity structure. This relevancy is further amplified in a paper prepared by Doug Grant (1970). The studies cited do not suggest the extent to which there is a direct positive link between legitimate participation and delinquency prevention. But the fact that the link exists is grounded on sound theoretical formulation and data gathered from the incorporation of various strategies used to promote youth participation. A major strategy for developing new roles for youth in society was developed as New Careers (Pearl & Riessman, 1961). From this beginning came several efforts sponsored by the Commission on Manpower Training and Development, Office of Economic Opportunity, and the Departments of Justice, Labor and Health, Education and Welfare. These efforts focused on providing youth and adults a way to participate in constructive approaches to social change through established institutions. (Lougheed, 1978.)

Selecting a youth participation format as the major intervention strategy, therefore, had experimental and research backing. Both agencies were in agreement on the viability of the strategy to promote and support new levels of involvement and participation for youth, which in turn might promote more positive responses from youth (Lougheed, Friedman, 1978).

The OJJDP-T.C. effort, therefore, was to take student initiated activities into various school settings to test for viability and utility in changing participant behavior and affecting certain climate factors within each setting. This was the first time that this intervention strategy had been used for this particular purpose. It was an exciting work, but complicated and difficult. There were certain facts that are extremely important when considering this strategy. First, SIAs constitute a process which takes place within a given social system. This social system can be a temporary one which operates in the context of more permanent social systems. All systems in turn are parameters for the process. The quality of the process is described in terms of the developing roles youth and adults play and access this provides youth to new roles of responsibility.

It was imperative, therefore, not only to understand the process and its limits, but to be knowledgeable about a host of other factors. Some of the more important factors included: the values, attitudes, and behavioral patterns of youth and adults; how much change the system would tolerate; and the best strategies to push it to its limit.

As each Youth Advocacy Teacher Corps project developed its own individual program, it had to deal, therefore, with the ramifications of the process within its own particular social context. What resulted was a very interesting, exciting array of programs that demonstrated a variety of program support structures, activities, and outcomes.

This demonstration effort was evaluated in several different ways. First of all, each project carefully documented individual efforts and outcomes. Sec-

ondly, the Washington Teacher Corps Office, conducted a cross-project evaluation. Third, the projects were externally evaluated by Social Action Research Center. Fourth, major participants in the programs were interviewed in preparation of the Henrietta and Bernard S. Schwartz study, "The Development of an Interagency Agreement." In this study the participants were asked, "What were the most rewarding aspects of the program?" and "What were the major accomplishments of the programs?" The responses to both questions were summarized and represent perceived accomplishments as reported by the Directors and Associate Directors. An item was not listed unless it was mentioned by at least two of the Associate Directors and two of the Directors. The major accomplishments reported were:

1. Helped troubled youth.
2. Made public school personnel more aware of school crime, violence, etc.
3. Provided training for school personnel to deal with school disruption.
4. Worked with community and families to help resolve problems.
5. Introduced kids to the world of work in productive ways.
6. Assisted youth in getting a voice in decision making process in schools.
7. Refined staff development model by reality grounding in experiences with youth.
8. Collected quantifiable data concerning program success—"we made it work."
9. Achieved articulation between (and among) other Teacher Corps efforts.
10. Incorporated elements of (this effort) into ongoing Teacher Corps programs and into new proposals for 1978.
11. Personnel growth and development-learning to work with several agencies.
12. Ability to understand SIAs and operationalize it. (Schwartz & Schwartz, 1978.)

In general, the 43 respondents perceived the program to have been reasonably "successful" in terms of doing what they felt were the major goals, developing and testing the Student Initiated Activities model as a strategy to reduce crime, violence and disruption in public schools.

The Schwartz and Schwartz study also documented the modus operandi of personal and professional relationships and goal orientation operant among major participants in the OJJDP-T.C. Study:

> . . . humanism emerged as a core value of the people involved at all levels and in all agencies, particularly if one considers the interview and observation data only. The file documents, perhaps because so many are federal agency forms, were much more concerned with the economics and technology of the program. However, content analysis of the major documents, the working drafts, the interagency agreement, crucial letters and policy statements revealed they expressly cited the goals as "pro-

viding service to students," "improving the climate of the schools" and "enhancing the quality of life in low income areas." (Schwartz & Schwartz, 1978.)

Further observation of personal and professional relationships within the major participant group were reported in an article on the OJJDP-T.C. Student Initiated Activities Conference held at Oakland University in November, 1977. Again humanism was

> "...evidenced in egalitarian statements and behavior. 'Everyone is as good as I am,' and ought to have equal access to the resources of the conference culture. But the tension related to the temporary funding structure of the projects and the Network produced an equally strong value. The group had a high task orientation, concern for the major resource, time, and respected expertise. They were courteous and attentive and felt others ought to be the same. They would apply sanctions, if the value of humanism was threatened by admonitions to value programs, money or other things over people." (Schwartz, Lougheed, 1980.)

Humane program management as an operational principal among and within Youth Advocacy Teacher Corps projects was further documented in the following statement of principles:

> As the Youth Advocacy Projects studied themselves, two management principles emerged as commonalities among the ten projects. The first principle is a striving for clarity with respect to roles and function within each project. The second principle is the reduction of risk to individuals. This reduction occurs best in a climate of openness and trust and a high level of tolerance when mistakes are made and deadlines go unmet. A lesson learned from the project studies, is that feelings, attitudes and behaviors which support principles of humane program management serve as a powerful model to all individuals who are served by or connected with the program as it develops over time. (Meyers, Joyce, 1980.)

The evaluation of one specific project's efforts is reported in Chapter 8 describing the Oakland University, Farmington Public Schools' "School Initiative Study" of SIAs as an intervention strategy with young people in trouble. Impact data on student behavior and attitudinal changes as well as adult behavior and attitude changes document the viability of this intervention strategy. Chapter 5, the Atlanta Public Schools/Atlanta University also describes the utility of this intervention.

In summarizing the accomplishments of the OJJDP-T.C. interagency agreement Bill Smith made the following comments:

> "The Student Initiated Activity approach systematically and deliberately provides those participants with a special set of social and personal tools that will, in effect, allow each individual to become his or her own advocate. Too often we see a person or group who attempts to "speak for" people who are not expected to or are believed not to have

the means to speak for themselves. The effort described in this volume has contributed immeasurably toward destroying the myth that youth need long-term advocates when given the adult responsibility to be accountable. Youth have amply demonstrated that they are perfectly capable of addressing their own positions and roles in the educational setting. This reaffirms our conviction that adults (teachers, counselors, parents, administrators, and others) should give them that charge.

As a vehicle for those embracing the Youth Advocacy philosophy, SIAs have been subjected to the most severe tests and to the most intense scrutiny by two of the most influential Federal agencies impacting on troubled youth (the Departments of HEW and Justice). SIAs have survived the test because they are grounded in the very basic principle that when youth are given more options in defining the roles they play in the schools, they are responsible enough, possess the skills and commitment, and care enough, to make the schools a better place. It has been demonstrated that such factors as daily attendance, levels of disruption, and school climate have all improved over a relatively short period of time. Moreover, teachers are finding it easier to conduct classroom activities without the major management concerns their colleagues face in more adverse school climates. Services to troubled youth need to be an extension of the entire community. Community investment of energy, time, and resources will lead to change, and this change will be transferred into the lives of youth. But it will only occur through full community involvement in services designed to help youth learn to take full control of their lives." (Smith, 1978.)

The great success of the OJJDP-T.C. "School Initiative Study" was due to many factors. Primary among these was the time and effort invested by a host of people in the original negotiations through to the ultimate implementation of the individual project efforts at local sites. The list of people is too lengthy for inclusion here, however, two people deserved special recognition. They are Emily Martin, Director Special Emphasis Programs at OJJDP and Clarence Walker, Coordinator Youth Advocacy Teacher Corps Washington Office. Emily Martin played a crucial role in the selection of the major intervention strategy of Student-Based Initiatives. She had the foresight to see the value and impact this intervention strategy could have in changing the alienation and sense of exclusion and powerlessness of so many disruptive, troubled youth. Clarence Walker guided the original negotiations of the interagency agreement through its tenuous development days. Without his belief in the potential value of this effort and his persistance and careful nurturing this study would not have taken place. Once the negotiations were finalized Emily and Clarence provided support and guidance throughout the implementation phase within the context of their respective agencies. This combined support and guidance was crucial to the success of this very important effort.

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Individual Program Descriptions

At the time of this writing there were ten Youth Advocacy projects. Of the ten, two were Youth Advocacy prior to 1976, four became Youth Advocacy projects in 1976, two more joined in 1978, and the final two in 1979. Seven of the ten had Teacher Corps projects prior to becoming Youth Advocacy. In the case of eight projects a Youth Advocacy focus was selected because of identified local needs. The remaining two projects listed either community or juvenile justice encouragement as the primary reason for selecting this focus.

In interviews conducted as part of the preparation for this book, the ten Directors were asked to briefly describe the uniqueness of the Youth Advocacy focus. Three uniquenesses were identified. The first was the focus on young people in trouble housed in a variety of settings including schools, youth serving agencies, and incarceratory institutions. This focus spoke to the use of education as a positive force ameliorating the negative, exclusionary policies of the past by providing adequate programs of prevention, intervention and reintegration for young people in trouble. The second major uniqueness of Youth Advocacy was the emphasis on collaboration. New linkages had to be formed, to improve dialogue and build bridges between and among schools, universities, youth serving agencies, communities, law enforcement and the judiciary. Fragmented, unilateral approaches were identified as inadequate to meet the needs of young people in trouble. New more constructive configurations dealing with the totality of the social and political systems at the local, state and national levels continued to be needed. The third uniqueness of Youth Advocacy was staff development activities provided to teachers, administrators and paraprofessionals working with young people in schools, youth serving agencies, and incarceratory institutions. These activities centered around the development of more appropriate programs as well as teaching and instructional techniques effective with young people in trouble. Continuous attention to school/agency climates and new preservice/inservice preparation programs for staff working with troubled youth was included.

Within these primary foci the ten Youth Advocacy projects generally developed three groups of goals and objectives. The first group centered around fostering greater awareness of the needs of troubled youth, changing attitudes, and policies toward these young people and providing positive, quality programs responsive to their needs. The second group centered around changing the system's responses to young people in trouble by building new coalitions for collaborative efforts on behalf of troubled youth at the local, regional and national level. The third group identified specific goals in staff and leadership preparation and the development, demonstration and dissemination of quality programs and intervention strategies for young people in trouble.

Even though there are commonalities of foci and objectives in the ten Youth Advocacy projects, each project is unique in its response to specific contextual concerns.

The Teacher Corps Youth Advocacy projects undertook all missions of the regular National Teacher Corps efforts. That which distinguishes the Youth Advocacy efforts was their role in impacting aid to troubled youth. While all Youth Advocacy projects responded to the same programmatic criteria, they did so in diverse ways. The program descriptions portray this diversity. Table 1, "Program Descriptions by Participating Institutions and Agencies" graphically represents this diversity.

While all projects worked with an Institution of Higher Education (IHE) and a Local Education Agency (LEA), only fifty percent of the projects worked with a correctional facility and only forty percent worked with other types of youth serving agencies.

Table 1
Program Descriptions by Participating Institutions and Agencies

	IHE	LEA	Correctional or Residential Treatment	Youth Serving Agencies
Alabama	University of South Alabama	Mobile County Schools	Mobile County Youth Center	
Arizona	Arizona State University Tempe, Arizona	Phoenix Elementary District Phoenix, Arizona		
Georgia	Atlanta University Atlanta, Georgia	Atlanta Public Schools Atlanta, Georgia	Youth Development Center	
Indiana	Indiana University Indianapolis, Indiana	Metropolitan Districts Washington Township, Indianapolis, Indiana	Indiana Girl's School Indianapolis, Indiana	
Maine	University of Maine Orono, Maine	Old Town Public Schools Old Town, Maine	Maine Youth Center	Group Home Consortium
Michigan	Oakland University Rochester, Michigan	Farmington Public Schools Farmington, Michigan	Shiawassee Center for Boys	St. Vincent and Sarah Fisher Home
Oregon	University of Oregon Eugene, Oregon	Eugene Public Schools Eugene, Oregon	Skipworth Juvenile Home	
Texas	North Texas State University Denton, Texas	Dallas Independent School Districts	Dallas County Juvenile Department	
Vermont	University of Vermont Burlington, Vermont	Montpelier Schools Montpelier, Vermont		Juvenile Service Project
West Virginia	West Virginia University Morgantown, West Virginia	Kanawha County Schools Charlestown, West Virginia		

University of South Alabama/Mobile County Public Schools, Youth Advocacy Teacher Corps Program '79

Mobile Teacher Corps, a Youth Advocacy Project, served troubled youth in schools and detention facilities in the City and County of Mobile, Alabama. The Project sites included three Alternative School Centers for troubled youth and a feeder system of five schools from grade school through high school. The emphasis of the program was to improve inter-institutional linkages among those schools and facilities that attend to troubled youth in both the regular school feeder system and the alternative school feeder system. Project activities included demonstration of a computer-adapted management process for use in schools and other education related facilities serving troubled youth, a community-based truancy prevention program, a contact representative program to link regular and feeder school systems, and an alternative teacher training model (integrated pre-service/inservice) for teachers who will serve in school settings for troubled youth. Those interested in additional information should contact Thomas W. Hewitt.

Arizona State University/Phoenix Schools, Youth Advocacy Teacher Corps Program '78

The Teacher Corps Project at Arizona State University was a collaborative effort to improve education for all children and meet the special needs of a diverse multicultural, inner-city, low-income population. The long-term goal was to increase the educational capabilities of participating institutions through school reform. School improvement teams at each school site were responsible for school improvement and staff development activities, examining school and district policies, and operating as an organizing and managing body at the school site. Each team was composed of the principal, two teachers, two parents, two students and one counselor/social worker. Experience and evaluation of the model indicates it is a successful method of achieving school improvement and staff development at site schools.

One criterion for implementing such a model is a high level of district support. Staffing requires a coordinator (50 to 100 percent, depending on the number of teams) to oversee the establishment, implementation, and functioning of the teams, and to coordinate and monitor the regular ongoing meetings as well as training activities. Team members required training in the areas of team development, program development, transition management, and policy development.

The school improvement team training design has been packaged and is available, along with descriptive information. A list of consultants with expertise in team training has been compiled. For additional information contact Alan R. Brown.

Atlanta Public Schools/Atlanta University
Youth Advocacy Teacher Corps Program '78

The Atlanta Teacher Corps was an urban, Youth Advocacy Project collaborating with Title I and II and Basic Skills programs, all emphasizing oral communication. The inservice program (mini-institute) focused upon courses (incremental and graduate), workshops, seminars, training retreats and clinics for the improvement of school climate.

Areas of training include Classroom Management, Curriculum of Humane Discipline, Concepts of Mastery Learning, Stress Management, Oral Communication, Parental Involvement, Teaching Reading to Young Incarcerated Male Youth, and a Model for Re-entry of Incarcerated Children. Workshops for IHE faculty included analysis and revision of course syllabi for the inclusion of Teacher Corps field-based activities as a part of performance expectations. All students served by the project were from lower-income urban families.

A Classroom Management module and a monograph "Discipline: A Different Perspective" are available through ERIC. Program brochures, a Parent Training Program module, and a description of the oral communication component are also available. Contact Mae Armster Christian.

Indiana University/Metropolitan School District
Youth Advocacy Teacher Corps Program '78

Impacting aid to troubled youth was the main intent of this project, a collaborative effort of Indiana University School of Education, Indiana Department of Correction, Indiana Girls' School and Metropolitan District of Washington Township in Indianapolis. Primarily a field based program, the main thrust was to utilize resources of the participants for the improvement of instruction. The resources were utilized "behind the walls" of the state correctional facility for girls and in the classrooms of a large metropolitan high school to improve diagnostic/prescriptive capabilities of teachers, to improve understanding of the exceptional child and to increase awareness of education that is multicultural. The project community component, under the guidance of the Community Council was effective in re-entry in the Gary, Indiana school system and in the Parent/Child Development Center in Indianapolis. The Indiana Youth Advocacy project thoroughly integrated the public school, the correctional facility, the university and the community.

Project programs included the development and implementation of Responsive Education & Career Harmony (R.E.A.C.H.), a goal oriented needs assessment used for inservice education, and the establishment of an Educator-in-Residence program, where university professors work in the schools, demonstrating new teaching methods. For additional information contact Irving Levy.

University of Maine at Orono/Old Town Public Schools Youth Advocacy Teacher Corps Program '78

The College of Education at the University of Maine at Orono through its Teacher Corps grant developed a statewide effort to impact pre-service and in-service education for professionals in prevention of juvenile delinquency, the intervention with youth in trouble, and the reintegration of these youth into the community. The Teacher Corps central office was housed at the College of Education. The total project encompassed the Maine Youth Center in South Portland, the Old Town junior and senior high schools, the Old Town community, and the Maine Group Home Consortium. The Consortium comprised the Community School in Camden, the Homestead Project in Ellsworth, the St. Michael's Center, and the Atrium House in Bangor.

Inservice education planning groups planned activities to institutionalize objectives at each project site: Reality Therapy treatment mode at the State juvenile rehabilitation center; Old Town established a model drug and alcohol school-community program; the Group Home Consortium's Community School and Old Town High School instituted peer helper programs. The College established a cooperative IHE/LEA/SEA planning process to redesign its teacher preparation program for the 1980's and 1990's. For additional information contact James Toner.

Oakland University/Farmington Public Schools Youth Advocacy Teacher Corps Program '78

The Oakland University, Farmington Public Schools Youth Advocacy Teacher Corps program was situated in the greater Metropolitan Detroit Area. The project had four primary sites including a junior and senior high school and two youth serving agencies all within the City of Farmington, Michigan. One youth serving agency was a treatment center for emotionally impaired adolescent, delinquent boys and the other was a home for abused, neglected predelinquent young people ages four through sixteen.

The goals of the project were: 1) to provide professional development activities for teachers and staff at all four sites; 2) to implement programs in the schools and agencies for young people in trouble; 3) to establish permanent Teacher Corps Resource Collections, of products, and program designs and procedures validated through the project as affective with young people in trouble; and 4) to maintain an informational and support system of university, schools, courts, and agencies working for young people in trouble.

The project developed Alternative Education programs at both the junior and senior high levels, including curriculum materials for values clarification, personal skill development, career awareness, motivational training and cross-age tutoring. Screening procedures, assessment criteria and strategies for re-

entry of students into regular programs were also included in the materials. Data gathered at the centers demonstrates the positive effects these programs had on improving attendance, behavior and performance in school. A drop-out program consisting of two major components was developed for the high school. One involved changing the school's climate, response patterns and support for young people in trouble and the second involved community volunteers working individually with the drop-outs. Data gathered on this program substantiated its viability in helping drop-outs as well as other educationally disenfranchised young people.

Materials and consultant services for incorporation of the various programs and strategies are available to others working with troubled youth. For additional information contact Jacqueline Lougheed.

University of Oregon/Eugene Public Schools Youth Advocacy Teacher Corps Program '79

The Teacher Corps Youth Advocacy Project, "Creating Opportunities for Youth," has been a cooperative effort among the Eugene Public Schools, the Lane County Juvenile Department and the University of Oregon's College of Education. Since 1979, Teacher Corps established a linking relationship that strengthened the educational and staff development programs of each organization, with particular emphasis on creating opportunities for troubled youth and improving the educational climate of site schools.

Sites served by the project included those schools in the Eugene Public Schools that had a high concentration of students from low income families and students who had not found success in regular school programs — students who either drop out of school or who end up at Skipworth, a short-term detention facility for the Lane County Juvenile Department.

The Project implemented the program through multi-constituency task forces at each site operating in a four-phase process. Task force members were assisted in their work by members of the Teacher Corps Staff and the Project's four Interns. Technical assistance and educational personnel development activities were provided based on site needs across the district and focused on one-on-one consultation, collegial planning and coaching as compared to large group workshops and classes.

Accomplishments of the Project include: (1) development of "responsive" Model of inservice education, (2) the implementation of a new educational program at Skipworth Juvenile Home, including the development of curricular materials, (3) implementation of Patterson Challenge Program for students identified as having special learning needs, (4) implementation of Jefferson Challenge Program for students identified as having special learning needs, (5) four interns successfully completing their Masters' program in the Division of Teacher Education with additional endorsements in reading, media technology and art education, (6) an active community council that

developed and sponsored workshops for parents in the [illegible] school region and Skipworth Juvenile Home. For additional information contact Richard Arends.

North Texas State Univ./Dallas Independent School District Youth Advocacy Teacher Corps Program '78

The Texas Teacher Corps Youth Advocacy Project was cooperatively sponsored by North Texas State University, Dallas County Juvenile Department, Dallas Independent School District, and an elected Community Council. The Project was housed in L. G. Pinkston High School located adjacent to a public housing project in one of the lowest socioeconomic sections of Dallas. The target area also included two other high schools. Youth advocacy efforts focused on:

- Peer counseling and tutoring techniques
- Citizenship education
- Improving school climate
- Improving basic skills
- Inservice education activities for staffs of target schools, Dallas County Juvenile Department, and North Texas State University
- Community education program designed to strengthen family and community support system for youth
- Improved working relationship between target schools Dallas County Juvenile Department, North Texas State University, Community Council, parents, and community agencies

These programs were successful and most will continue after Project funding ends in mid 1982. Through dissemination, a number of the programs were adopted for use in other Dallas secondary schools. For additional information contact Richard L. Simms.

University of Vermont/Montpelier Public Schools Youth Advocacy Teacher Corps Program '78

This was a Youth Advocacy project operated by the University of Vermont College of Education and Social Services; the Montpelier School District, Social and Rehabilitative Services, and the Montpelier Teacher Corps Community Council. The project setting was rural, located in north central Vermont. Beyond the schools mentioned above, the project also provided training for staff in 27 group homes. Approximately 150 students attending school were served. Students served in the group homes were awaiting adjudication or had already received sentencing.

Products and Practices include: (1) A model for designing and demonstrating intervention strategies. (2) A model for the analysis of intervention methods. The models can be used by Teacher Corps projects and others conducting developmental Youth Advocacy programs. These models have facilitated communication between project and site staff, and clarified basic concepts and expected outcomes. Experience indicates that the models are valuable aids to planning and executing project goals. For additional information contact Harry L. Thompson.

West Virginia University/Kanawha County Schools Youth Advocacy Teacher Corps Program '78

The Kanawha County Schools/West Virginia University Youth Advocacy Teacher Corps Project was located in Charleston, West Virginia. The project includes three site schools, Stonewall Jackson High School, Roosevelt Junior High School, and the Cabell Alternative School. The Alternate School was supported by the county school system and served as a last resort for students who were unable to function in a regular school environment. The courts also send juvenile offenders to the alternative school.

The project goals were (1) to improve education opportunities in the three site schools and to improve teacher training opportunities for staff; (2) to improve educational opportunities for troubled youth in the project schools at all levels of achievement; and (3) to create cooperation and civic pride in the total school community.

One of the special features of the project was the piloting of an in-school suspension program in the junior and senior high schools. Data from the in-school suspension program showed that the dropout rate declined in the two schools, number of discipline referrals was reduced and attendance was improved. The project also developed a micro-computer management system for keeping records of the in-school suspension program.

Another feature was the use of microcomputers for individual instruction and the development of instructional software programs by project teachers. The project served as a pilot to the county in leading the way for microcomputer technology to enhance education opportunities of disaffected youth and youth from low income families.

Mediated instructional materials were developed by the project. These include a thirty minute training tape for effective use of volunteers in the classroom called "Magic Stuff", a thirty minute video tape on "Blacks in Appalachia", a series of twelve slide/tape programs on "Appalachia"; video tapes of peer counseling and group counseling sessions; and video training tapes on microcomputers. For additional information contact Kathryn Maddox.

SECTION II

VIEW FROM THE FIELD

3 Schooling Alternatives for Troubled Youth

Thomas W. Hewitt
Frank Turner
Gwen Mance

Introduction

The Mobile Teacher Corps has served troubled youth in schools and detention facilities in the City and County of Mobile, Alabama from 1979 through 1982. The agencies and schools involved in the program include three alternative school centers and a feeder system of five regular schools from elementary through high school. *The primary focus has been to identify the linkages between schools in the alternative and regular feeder system and to initiate training and support programs to enhance schooling opportunities for troubled youth within these feeder systems.*

The Schooling Process

Two characteristics of the schooling system influenced development of the Mobile Teacher Corps Youth Advocacy mission. First, the school process forms a feeder system moving children from elementary to middle to high school. Second, for children and youth who are disruptive or suspended, there is an alternative feeder system moving them from the regular school into an alternative school and then back into the regular school. These two systems are depicted in Diagram 1.

SCHOOL FEEDER SYSTEMS

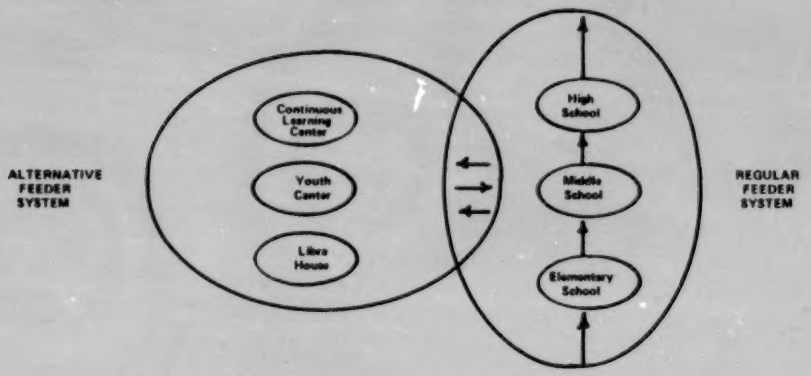


DIAGRAM 1

All children and youth pass through the feeder system, only those who are removed from the regular school pass through the alternative school process. It is this alternative schooling process and the linkages with the regular school feeder system that are the focus of the Mobile Youth Advocacy Teacher Corps program.

The alternative schooling process, as a cycle, as depicted in Diagram 2. The process includes identification of troubled youth in the regular school

YOUTH ADVOCACY CYCLE

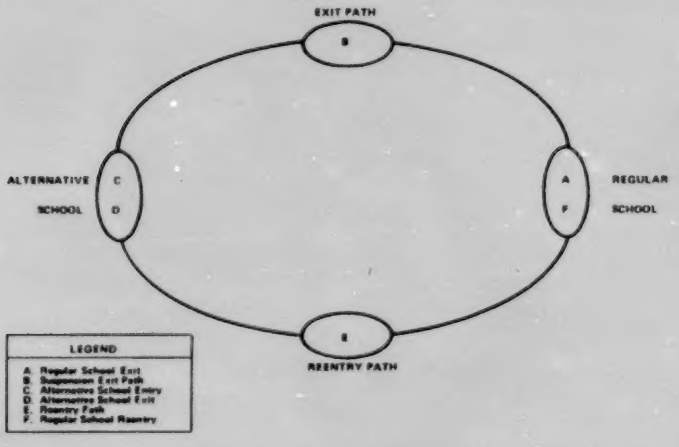


DIAGRAM 2

feeder system, remediation efforts to assist such youth, suspension or voluntary assignment from a regular school to an alternative school, attendance at the alternative school, eventual re-entry into the regular school. In the cycle, a variety of school and support personnel are involved.

Analysis of the alternative schooling cycle reveals six key points. These represent a potential focus and point of entry for project activities. Based on a continuing assessment process, a series of critical concerns, and a range of needs can be identified:

1. REGULAR SCHOOL - Critical Concerns:
    1. How are "delinquent or troubled" youth identified, sorted, and exited?
    2. What roles are played in #1 by school staff?
    3. What conditions of the SCHOOL CLIMATE may influence or contribute to exit? (Teachers, Teaching, Support System)
    4. What is the suspension process? Permanent? Temporary?

    TRAINING/PROGRAM/COMMUNITY NEEDS

    - Training Activities for counselors, regular school faculty, parents of troubled youth, administrative staff.
    - Program Activities for school climate, diagnostic/prescriptive teaching, curriculum improvement, and other identified needs.
    - Community Activities for parent training, prevention of truancy, development of improved social behavior, prevention/remedial programs.

2. EXIT PATH - Critical Concerns:
    1. How is "path" of exit made? Who decides placement?
    2. How is the exit learner assisted? (Support Systems)
    3. Who assesses needs?

    TRAINING/PROGRAM/COMMUNITY NEEDS

    - Training Activities for support personnel such as counselors, probation officers.
    - Program Activities to identify support resources, to training parents to deal with problem children.
    - Community Activities to identify support services, interested people who can assist in the exit path.

3. ALTERNATIVE SCHOOL - Critical Concerns:
    1. What are entry procedures?
    2. What support system exists?
    3. What is the school program? Is it individualized?

TRAINING/PROGRAM/COMMUNITY NEEDS

- Training Activities for the alternative school faculty, counselors, support staff.
- Program Activities to improve remediation, curriculum, instruction, develop new programs for youth.
- Community Activities such as a school volunteer program to provide support for alternative schools, training parents to work with teachers.

4. ALTERNATIVE SCHOOL EXIT - Critical Concerns:
   1. What remediation has occurred?
   2. Who follows through? Procedures for follow through?
   3. What testing, counseling, other support services exist?

   TRAINING/PROGRAM/COMMUNITY NEEDS

   - Training activities to improve counseling for re-entry, improve the exit process, increase support personnel skills.
   - Program activities to prepare the learner for re-entry.
   - Community activities to develop support in the community for the reentry, aid parents.

5. RE-ENTRY PATH - Critical Concerns:
   1. What are the preparations for reentry of a student?
   2. What support system is available?
   3. Are personnel prepared to receive learner?
   4. Records and procedures?

   TRAINING/PROGRAM/COMMUNITY INITIATIVE

   - Training Activities to assist teachers in planning for the reentering youth, provide program development skills, counselor education.
   - Program Activities to assist the reentry youth, provide alternatives in the school program, provide support for successful reentry and maintenance of positive behavior.
   - Community Activities to support the school and personnel working with the reentry youth, provide alternative resources for helping youth to maintain successful bahavior.

6. REGULAR SCHOOL RE-ENTRY - Critical Concerns:
   1. Who is responsible for exit and follow through of the learner to regular schools?
   2. What "human" support system exists or is in place for return path to regular school?
   3. When and how is reentry processed? Records? Counseling?
   4. Who follows through on academic adjustment?

TRAINING/PROGRAM/COMMUNITY NEEDS

- Training Activities to train reentry faculty to specialize in program adjustment for reentry, train counselors, train administrators.
- Program Activities that expand options for working with reentry youth, provide alternatives for reentry youth.
- Community Activities that assist parents to support successful behavior and are community resources to sustain success.

DESIGNING A PROGRAM

Analysis of the cycle provided a framework for planning and designing the Project program. The analysis identified critical needs for which action plans were developed comprising a range of activities to be implemented. Through collaboration of key personnel from each of the participating agencies, the program design and implementation plans were developed. These plans were then transformed into specific sets of activities (an action plan) for training and program improvement in the participating alternative and regular schools. Activities involved the community, teachers, administrators, university staff, separately or in combination to initiate improved training, practices, and to enhance some dimension of the school climate. Action plans formed initiatives for which there were plans, budgets, and expected outcomes. The four (4) initiatives developed were:

1. The TRAINING INITIATIVE: Inservice, preservice, professional and staff development activities that improve the capability of teachers, university faculty, school administrators, counselors, probation officers, and other school-related personnel.
2. SCHOOL IMPROVEMENT INITIATIVE: Curriculum improvement, human development activities, addition of material and equipment resources, technical assistance, facilities improvement.
3. COMMUNITY INITIATIVE: Community personnel training, parent training, in-home schooling, community agency resource development, community program development.
4. The MANAGEMENT INITIATIVE: The integrating effort across initiatives through Project staff work and collaboration of personnel in the various affected agencies.

Collectively, the initiatives become collaboratively designed activities to influence and improve the cycle at each of the identified linkage points in the feeder systems. Project initiatives became a strategy for improved training and program development to:

- LINK alternative and regular school programs to improve the academic and training activities;

- LINK school and support personnel through improved training, technical and material support, and improved communications;
- LINK the University, District Staff Development Center, and other resources in assisting all personnel who enter into the cycle;
- LINK parents, community agencies and resources, school and support personnel to enhance the youth's opportunity for successful remediation, regular school reentry, through community-based support activities and resources.

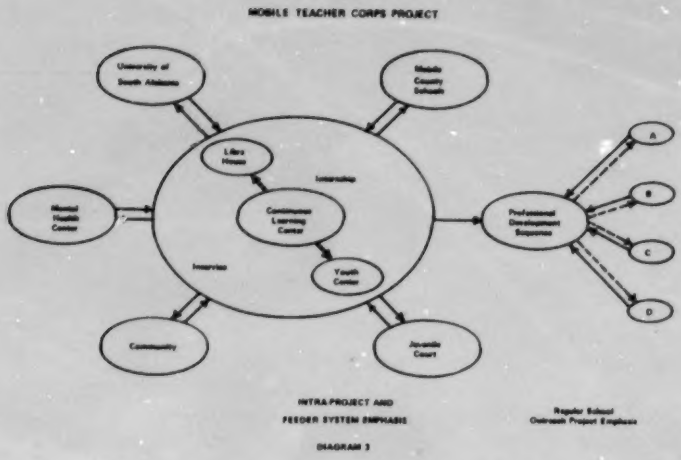
The Project thus evolved as a pattern of linkages between regular and alternative schools, school personnel and nonschool personnel, the Juvenile Justice System and the suspension-remediation system. The common element is the focus on troubled youth. Diagram 3 depicts the linkage concept. Cooperating institutions provided a resource base for training through inservice, internship, and professional development activities.

Key Program Elements

Linkages between and among agencies occurred in several ways. In part it was accomplished through the special Internship program that placed Interns in various school settings and promoted contacts through teaching and directed school experiences.

Project inservice activities provide another opportunity for linkage. Inservice activities were related to the needs of the school as a work place. Across all participating school sites common needs were found to exist. Inservice activities promoted links among personnel who touch the Youth Advocacy Cycle in some way, whether they are a teacher, counselor, principal or perform in some other educational role.

Mobile Teacher Corps Sites Planning Team in session. Mr. Frank Turner, Associate Project Director is speaking.



A third linkage process operated through governance and program development. The Project Policy Board, Steering Committee, and Project Staff planned the overall Project direction. Detailed planning and management occurred through coordinated staff planning and collaboration with a special Intern Advisory Team and the School(s) Improvement Team.

School Improvement

Integrated Internship and inservice activities provided an opportunity to improve the schooling process. These activities were based on ideas and advice from the School Improvement Team, composed of Project Staff and representatives from each alternative and regular school. This team was critical to inservice development and in defining the experience for Interns in the schools. Interns with other members of the School Improvement Team were instrumental in developing activities and strategies that directly assisted school and support personnel in working with reentry youth. Team members provided assistance in planning the regular school site involvement with Intern and in defining inservice needs for teachers in working with troubled youth. Additional help also assisted Project staff in identifying activities to improve interagency coordination for advising, counseling, and related services for troubled youth.

The Intern Advisory Team was responsible for providing assistance in planning and supervising the Intern program. This entailed advice on the special academic program consistent with Alabama certification standards, establishing policies for in-school participation of Interns and coordinating supervision of the Interns in both alternative and regular school teaching experiences. Interns participated on this team functioning in an evaluative capacity to assess the viability and impact of these procedures and experiences.

The Network and Conference

As one of four institutionalization efforts, the Mobile Teacher Corps attempted to implement and sustain a State-wide Alabama network on Juvenile Justice. This network was designed to link all agencies and personnel who were involved in the Juvenile Justice process in Alabama. Until the first conference in May 1981, there had never been a State-wide meeting or planned effort to link all agencies and personnel. The purposes of this program were:

1. To create a means to bring together on an annual basis all personnel involved in Juvenile Justice work in Alabama.
2. To create a permanent self-sustaining network for dissemination on all aspects of Juvenile Justice.
3. To use the conference as a means of linking agencies and people formally on a yearly basis and informally as a networking process during the rest of the years.
4. To use the conference to focus on all aspects of juvenile justice in Alabama.

In serving these purposes, the Project's constituent agencies, the University of South Alabama, Mobile Community Mental Health Center, Mobile County Juvenile Court and Mobile County Public Schools, were the initial collaborators. The Project Staff called the heads of these agencies and formed a steering group to develop the network concept. This informal group began a series of meetings in 1979-1980 during the second half of the planning year that led to the initiation of a State-wide network through development of an annual Alabama Conference on Juvenile Justice.

The initial plan developed in 1979-80 covered a three-year period from 1980 through 1983. The main components of the plan were:

Year 1 - 1980-81 Initiate contacts with agencies and institutions and propose a strategy for collaboration in developing the network using Teacher Corps resources.

Year 2 - 1981-82 Formalize organization of the network and develop strategy for making it permanent. Expand resource base to match Teacher Corps resources.

Year 3 - 1982-83 Network becomes self-sustaining and a permanent organization. Teacher Corps exits.

According to that timeline, the program was expected to be self-sustaining by 1983. However, in 1981 with the change in Federal program initiatives and a severe reduction in Federal funds for education and other social programs, neither the Teacher Corps Project nor interested agencies were able to continue funds for the networking concept as originally envisioned. While a viable model has been demonstrated, further implementation is doubtful until funding possibilities stabilize. In Spring 1982 the networking concept was modified to a Gulf Coast Regional Networks Dissemination Conference with

participation solicited from agencies involved in the original 1981 Network Conference.

Teacher Training Alternatives

The Teacher Corps internship program provided an opportunity to develop an alternative training model to prepare prospective teachers for alternative school settings serving troubled youth. This pre-service phase was accompanied by an alternative inservice program. Early program assessments indicated a strong need to provide experiences for teachers in training that would focus on the developmental needs of delinquent and troubled youth and their special schooling needs. The internship focus was on clinical practice options in school settings, an increase of 50% in time spent in supervised work with youth in alternative schools. The internship also brought together remedial basic skill courses designed to focus on the specialized behavioral needs of troubled youth. Following the Interns through each phase of the regular and alternative school feeder process allowed the Project to identify new training needs in human relations skills, behavioral management, and communication coordination in developing intern skills as advocates for troubled youth. Of critical importance was the realization that teacher trainees in regular pre-service programs were not receiving practical knowledge about and experiences in the alternative school setting. Based on characteristics identified as deficient in the regular training program, specific integrated training activities were designed for interns and teachers in behavior change, analysis of the school setting and information skills to promote interagency linkages that support reentry of disabled youth into regular schools and monitor their further development.

The impact on teacher training at the College of Education began with adaptation of the San Diego State University Sigma Teacher Training Model and development of key components across a number of course sequences; adapting the Glasser training model, competency-assessment procedures and basic skills in reading. The capabilities of faculty to incorporate new clinical training features and develop new course materials increased through an extensive faculty development program. Those activities included support for retraining seminars, development of modules, presentation of materials and papers germane to the Project mission and attendance at regional Teacher Corps meeting to receive training in new techniques and procedures for training.

Coordination for inservice was handled by the Staff Development Division of the Mobile Public Schools, and with the various agencies participating in the Project. Each agency held seminars periodically, conducted by their staff and other agency personnel. This cross-fertilization of ideas and practices increased interagency linkages and provided new information to enhance all personnal serving the target youth population.

Community Coordinator, Mobile Teacher Corps, Ms. Gwen Mance works with parent volunteers in the Truancy Prevention "Hotline" program.

Truancy Prevention

The linking of school, community, University is an important dimension of Teacher Corps. The elected Mobile Teacher Corps Community Council served as an equal partner in program planning and development. With decreases in funds available in 1980-82, the Council chose to focus in the Prichard area of Mobile County as a demonstration model for truancy prevention.

The Community Council sponsored Truancy Prevention Program included an in-the-school truancy monitoring procedure staffed by trained parent volunteers, an Effective Parenting training component and a School Volunteer program. These three activities were mutually interactive and supported the preventive thrust in comparison to other Project activities which have a remedial emphasis.

The Community Council initiated the Truancy Prevention in 1980 with an organizational meeting. Included in their meeting were representatives from the various Project feeder schools, the central School District office, the Juvenile Court and Youth Center, Prichard City officials, Prichard Housing Authority and Police Department, the Mobile Community Action, Inc., and the Alabama State Department of Pensions and Security. The Steering Committee formed from the original meeting conducted a comprehensive assessment of the service area for schools in the feeder system. The resulting information pointed to a major truancy problem caused by a variety of local school and community problems. Excessive academic pressure, irrelevant curriculum, family problems, poor parental supervision and a severe lack of organized recreational activities were identified as significant factors. The

Steering Committee with formal support from the Community Council organized into the Community Advocates Against Truancy (CAAT) and began to plan the program. During 1981, the CAAT group identified three programs to undertake: First, a model school-based truancy monitoring procedure; second, an Effective Parenting Training program to help parents to understand and deal with preventive in-the-family techniques to identify and work with the truancy-prone child; third, a program to train parents and other community volunteers to be aides and trouble shooters on call for the school and to work as a community-relations cadre with merchants, police and other interested persons.

The Pupil Personnel Office of the Mobile School District provided training for volunteers in the following areas: (1) Proper phone use and communication techniques, (2) how to make home visits, (3) how to read school attendance cards and interpret that information and other school data for the community, (4) how to provide confidentiality and work with privileged information concerning the child and the parents. During the fall 1981, five extensive training sessions were held. Trained volunteers were then placed in each of three site schools, at the elementary, middle and high school levels. Special phones were installed and volunteers in each school checked attendance and made contacts to homes were absences were noted. In some situations, volunteer teams made home visits and did follow-up work directly with parents or guardians.

Through the use of car bumper stickers and window stickers in local stores the community was made visually aware of a monitored truancy hotline telephone number. This special number was used to inform authorities of suspected truants during school hours. Local police participated in intercepting truants and transporting them either directly to the school or to a designated counseling center in one of the participating agencies. Counseling and other support services were made available for the families of truants through the Mobile Community Mental Health Center. Parents were also referred to the Effective Parenting Program.

The Effective Parenting Program grew out of a need expressed by community members in a survey of Prichard conducted by the Community Council. The survey revealed that many citizens could not attend parenting classes for various reasons, but mainly because there was no transportation or because of a lack of babysitters. With these factors in mind, agencies offering parent training were contacted to design and implement such a program in the Prichard area. Many proposals submitted were rejected due to their high cost factor or lack of "fit" for the Prichard community which has a high rate of poverty and illiteracy.

At that point it was suggested that key parent educators from different agencies be contacted to design a parenting program that would conform to the needs of the target area. Representatives from Mobile Public School System, Juvenile Courts, Mobile Mental Health, and Prichard Housing Authority's Social Service Department realizing the dilemma immediately

went about devising a program. The end result was a six-week, two-hour course that offered alternative approaches to effective parenting. Orientation sessions were held in August for community leaders. The first parent training classes were held in September for five consecutive weeks. Course work included, (1) child growth and development, (2) discipline, (3) understanding school policies and procedures.

Parents had been recruited from the neighborhood schools and churches with special attention to parents at Teacher Corps site schools. Once the six-week course was completed, participants received certificates of merit and began to start similar parenting groups in their churches, PTA's, etc. Two new cycles of parent education programs were offered by the original facilitators during the remainder of the project year, 1982.

The School Volunteer program was initially designed to provide workers in the school to help with the truancy program. It was soon learned that parents could be used throughout the entire school for typing, mimeographing, making bulletin boards, monitoring libraries, cafeterias, etc.

The initial pilot program was designed for Robbins Elementary School and its attendance area. Questionnaires were sent home to parents to determine if they would be interested in participating in such a program. Approximately one-tenth of the parent population agreed to volunteer from two to four hours a week in the schools. The purpose of this volunteer assistance was (1) to improve basic skill competencies of students identified with deficiencies, (2) to provide support services for teachers working with students who are deficient in basic skill areas, (3) to provide handmade classroom materials for all teachers, (4) to improve school-community relations, (5) to provide worthwhile experiences for volunteers.

The three pronged effort in Truancy Prevention has been one of the most successful Project programs. Especially significant has been the cooperation between community and schools and the encouraging participating of volunteers to work in detering children and youth from truancy.

Computer-Assisted Management

Selection of a viable management strategy is critical to a Project's success. Most management systems are objective driven and powered by human effort. There is a clear role-function-outcome relationship in relation to planning, program implementation and continuous evaluation. Whether a management by objectives approach or some other focusing devise is chosen the information flow that historically documents the evolving program and upon which decisions are based depends on paper documents requiring extensive storage and a precision coded file system. Secretarial and other support staff spend a large percentage of time in this effort. Project staff reporting and documentation efforts also consume a high percentage of time tracking and monitoring this flow of information.

In its initial planning stages during 1979, the Project made a critical decision to change the human power drive in most management models and utilize a computer-assisted data driven mode for documenting management and operational activities and to evolve an information flow to enhance decision-making. This system became the Computer-Assisted Management Plan (CAMP). Through the resources of the Dean, an Apple microcomputer was provided to the Project. The management process functions proposed for operational implementation were analyzed by the staff into two functions, the logging of work activities related to program objectives and tracking of Project budgets.

In addition to the prime management uses, the computer capability became part of inservice and University faculty development activities. This last function had a far reaching impact not only in the development of literacy about microcomputers and their use but in the subtle intrusion of computer capabilities into the daily work life on campus and in the schools. Through technical assistance provided by staff, special inservice workshops and personal consultations, the use of the microcomputer has generated requests for the technology and demonstrated that the possibilities for application across educational settings is pervasive, only limited to the availability of the technology hardware and software equipment. This phase of the microcomputer strategy has been uniquely successful and achieved an institutional impact that will be self-generating.

Into the Future

The Mobile Teacher Corps, like all others, passes into history. What legacy has it left and is that a legacy of human experiences, an accumulation of processes and products or some combination thereof? *The enduring impacts, those that truly mean institutionalizations, effect change in human activity.* Processes and products in themselves have no life or use unless something is done to them by a human. *The Project has caused change,* the diffusion of microcomputer uses and applications is one legacy. The adaptive experiences in planning and applying various changes to the internship and inservice activities have had a residual effect, reflected in course changes, new content, processes, materials, and new kinds of inservice planning.

The truancy prevention program demonstrated the validity of community-school involvement and mutual concern for presenting truancy as one gateway closed on the path to deliquency, whether that program will remain is problematic, a condition of community leadership and cost related to training needs. It was a good model, its vitality is, however, dependent on too many variables to assume success.

The assessment of effects must rest with the remembrances of those involved in the Project. How participation has influenced growth and

development is in the tomorrows of those who experienced the Project and its programs. That documentation must await the spinning out of lives lived as teachers and other schooling personnel who work with troubled and delinquent youth, there in lies the testimony.

For further information about project activities described in this chapter, please contact Thomas W. Hewitt (see Authors p. iii).

4 Change & Collaboration: A University Perspective

Alan R. Brown

Introduction

All renewal and improvement methods require careful planning to achieve the desired outcomes. Individuals cannot accurately determine what their role is to be if the institution has not articulated where it want to be at various times in the future. In turn, it is difficult for the organization to reach its potential unless its members have a clear indication of what plan the organization has for its future and have developed some level of commitment to that plan. One technique used to develop an organizational plan that has a consensus definition and member commitment is shared decision making or collaborative planning processes.

This chapter will examine such a collaborative planning process which occurred in the College of Education, at Arizona State University. The process, under the auspices of the Arizona State University Teacher Corps Project, spanned two years including development and implementation of the procedure by a collaborative college-wide team and involved such steps as conceptualization, visions brainstorming sessions, development of a data base and futures scenario, a college-wide survey and a day long retreat involving all members of the college in small group discussions for the purposes of promoting debate and reaching additional agreements.

During the process of examining the future of the College of Education various issues of importance facing IHE's today were examined: i.e., preservice/inservice continuum; IHE's involvement with the education field and community; IHE's role in professional development. *The process itself prioritized the issue of collaboration in the organization—between administrators and faculty, across educational disciplines and department lines. It also highlights the issue of assigning and accepting roles and responsibilities for dealing with issues that effect the future of education.*

Background and Concept Development

The College Improvement Team (CIT) was organized in the Fall of 1979. Its initial purpose, as the College of Education's counterpart to the site improvement teams of the schools participating in the ASU Teacher Corps project, was to help the College of Education become responsive to the needs of the schools, both within the Teacher Corps project and elsewhere. The function has evolved considerably to become that of generating ideas and making proposals that appear to have a good chance of bringing about improvements in the programs and activities of the College. The CIT, a group of 12 faculty members and administrators, is not a part of the governance structure of the College. Recommendations emanating from it are presented to the Dean and the Administrative Council to be officially initiated as a College activity.

On the basis of the collaborative model of the Teacher Corps project and a review of research which indicated that collaboration was one of the key ingredients in effective schools, it was decided that the CIT would focus its attention upon collaboration as a way of making decisions and conducting the business of education. It was also determined that if the College was to be effective in helping others to develop collaborative measures, the college must first be able to demonstrate a collaborative model from within. That became the long-range goal of the CIT and, after considerable study, several comprehensive activities were generated in the College as a result of its recommendations.

Implementation

In the Fall of 1980, it was determined that it was time for the College to take a long-range look into the future. The CIT began the development of a process to engage the entire faculty of the College in developing a consensus statement which was called a "vision of the College" five years hence. The elements in that process were as follows:

1. Gathering Information

Initially, the CIT decided to facilitate broader input to the development of a pool of information to be used in the process. Members of the CIT, some as individuals and some as pairs, invited people to sit down with them and brainstorm ideas about the future of the College. Among the people included in these brainstorming groups were faculty members from the College of Education, faculty from throughout the University, public school teachers and administrators, and representatives of business and industry.

2. The Survey

Data from these brainstorming sessions were gathered together and collated into descriptive statements from which was developed a one-hundred and five item survey instrument which every faculty member had an opportunity to complete, accepting or rejecting each of the statements of a potential condition of the College in five years. The descriptors are listed in Table I.

3. Integration with the College Administrative Structure

As this process was developing, a proposal was made to the Administrative Council to hold a one-day College-wide event during which the entire faculty would discuss in small groups those items from the survey instrument for which there was the least amount of agreement.

4. The "Event"

The Administrative Council approved the plan and designated the College Improvement Team as the facilitators for a College-wide event.

"The Event" occurred on Wednesday, April 8, 1981 (see Table II). All faculty in the College of Education (approximately 140 people) were asked to attend the day-long session through a letter from the Dean, and, more informally, through the eight department chairs. All classes, faculty and committee meetings in the College were suspended for the day. Results of the survey indicated a substantial agreement on a large number of the items. However, there were a significant number of items on which there was little agreement. A primary list of twenty items from this latter group is listed in Table III and was used as the discussion items for faculty groups during the "Event".

Follow-up to the Event

Those items for which substantial agreement was developed through the small group discussions were added to the list of items that had received substantial agreement from the original survey. These descriptors were then arranged into the following categories:

1. College Organization
2. Program Quality - Undergraduate
3. Program Quality - Graduate
4. Scholarly Climate - Faculty

A management plan which responds to the data from the survey and the event was developed. The plan included the following:

1. A task force to study the current organizational structure of the College and make recommendations for change if change seems to be necessary.
2. A task force to make recommendations relative to improvements in graduate education programs.
3. A task force of Department Chairs and Deans to make an analysis of undergraduate teacher education programs to determine if an additional

task force needs to be formed for the purpose of further study in program development.

4. An agreement that, at least once a month, a meeting of the Administrative Council include a discussion of issues of *"scholarly climate"* in the College.

The CIT and the Dean's Office were then in the process of developing a progress report to inform the faculty of the activities which had occurred or were in process as a result of the April 8 event.

Conclusions & Summary

The collaborative planning process that was initiated at Arizona State University is seen as an on-going activity. There are now plans for utilizing various steps of the process (i.e. brainstorming sessions, survey, college-wide discussions) to progressively plan for the college in other more specific areas.

What are some of the lessons learned? It was found that faculty enjoy exchanging with other faculty members from other departments about questions of real importance to the future of the College. It was also found that, contrary to the opinions of many, there is a great deal of consensus about the direction which the College should be taking. Finally, given the time and the appropriate environment, faculty members to like to collaborate and will do so if they believe that there will be constructive follow-up to their efforts. The latter statement is supported by the rather noticeable increase in the amount and number of collaborative efforts across the College.

Change is not an easy occurrence. It takes time (generally 5-7 years) and involvement. It takes a clear definition of roles and goals. It also takes a broad based approach.

Given the level of commitment and involvement, the expectations are high that the impact of the improvement process at ASU will be significant. For additional information contact Alan R. Brown (see Authors p. iii).

Table I

College Futures
Descriptors

Please respond to the following descriptors as items which are or are not desirable for the future.

RATING SCALE:

A	B	C	D	E
Highly Desirable	**Desirable**	**Indifferent**	**Undesirable**	**Highly Undesirable**

001. All bachelor's candidates will demonstrate excellent teaching skills.
002. Outstanding teachers are rewarded to the same extent as outstanding researchers.
003. The Ph.D. is abolished as a degree in the College.
004. Faculty who have heavy instructional responsibilities are relieved of other professional duties.
005. Faculty who are not actively pursuing a research project or external funding for research have heavier instructional responsibilities than those who are.
006. The COE has methods and networks for identifying and assessing clients' needs.
007. The COE has a development division responsible for forecasting client needs and social trends so as to be able to predict the future with some accuracy.
008. Periodic assessment is made on the correlation of what is being taught in the COE and the skills graduates are finding most useful in the schools.
009. Collaborative program development is encouraged.
010. The vast majority of faculty believe that a supportive climate exists for their work.
011. The Ed.D. has been abolished as a degree in the College.
012. The curricular requirements for the doctoral degree detail required areas of expertise.
013. An accepted dissertation proposal must be presented prior to registering to take comprehensive examinations.
014. Doctoral programs are offered primarily during the regular academic day.
015. College continuing education programs are designed for persons other than educators.
016. Routinely, full graduate degree programs are offered at sites other than the campus.
017. Each academic unit of the College has established some mechanism for periodic external review in addition to accreditation.
018. The student body is more committed to scholarship than to "getting the credential."
019. There exist two faculties—graduate and undergraduate.
020. Resources to support research in the College are given to professors with a proven record of quality research and scholarship.
021. The proportion of out-of-state graduate students has at least doubled.
022. The College's client groups have expanded to include such populations as parents, retired adults, teachers in business or industry, human services professionals and the like.
023. The College has a systematic hiring policy to provide a balance between established name scholars and beginning assistant professors.
024. Bachelor's candidates have "survival capability" in one language other than English.
025. No new program is begun which is not the joint effort of at least two academic units.
026. The vast majority of students believe that a supportive climate exists for their work.
027. External funding for research and development has doubled.
028. The undergraduate teacher education program is based on a core of common courses and a small number of specialized courses.

029. Student representatives take an active role in the governance of the College.
030. The College has a broad and systematic service delivery system.
031. Teaching faculty design and approve a student's program of studies.
032. Bachelor's candidates have had at least one semester of extensive field work prior to student teaching.
033. An analysis has been made and a decision reached to phase out weak or non-productive programs and Centers.
034. Support for graduate students as research assistants has doubled.
035. A system for routine curriculum review is in place in every department or other teaching unit.
036. A Faculty Senate of similar body has been created in the College.
037. Most College faculty are actively engaged in "problem-based" research in schools.
038. The number of institutes and centers in the College has increased.
039. Every College faculty member is assigned as "liaison" to a school in Maricopa County.
040. All doctoral students are required to demonstrate proficiency with respect to an agreed upon set of research tools.
041. The College enjoys a reputation as one of the best in the United States.
042. The College is organized around curricular themes rather than by age-grouping (i.e., Elementary, Secondary, Higher and Adult).
043. The College has a national reputation for applied research.
044. The academic quality of the student body has increased as a result of much more selective admissions policies.
045. Every student has accurate and timely advice on program planning.
046. Summer sessions are reduced in offerings of regular courses.
047. Field experience is required of all graduate students electing the practitioner option.
048. Professional responsibilities such as teching load and service are kept at a minimum for young faculty so they can become active and competent researchers.
049. Support for graduate students as teaching assistants has been diminished.
050. Graduate admissions criteria vary according to the applicant's special interests and demonstrated capacity to work independently.
051. Concentrated areas of study are required of all doctoral students.
052. The College has a national reputation for theoretical research.
053. Collaborative research is encouraged.
054. Routinely, faculty hold joint appointments across departments.
055. Doctoral comprehensive examinations are read by persons other than the supervisory committee.
056. The College offers no undergraduate programs.
057. Only the number of doctoral students who can be supported by internal work, paid internships, or fellowships are admitted.
058. A faculty budget committee has been established.
059. Students are admitted to advanced study in a program area that is individualized.
060. Typically, a doctoral student completes one or two data-based papers prior to presenting a dissertation proposal.
061. All bachelor's candidates have strong backgrounds in interethnic and interracial relations.
062. The student body is more reflective of the ethnic composition of Arizona and the Southwest.
063. All bachelor's candidates are skilled instructional evaluators.
064. Faculty teams assume responsibility for developing and instructing in carefully designed experimental programs.
065. All bachelor's candidates are skilled instructional designers.
066. College courses are numbered in such a way that department designations are blurred.
067. All bachelor's candidates are skilled in community development.
068. All bachelor's candidates are skilled in small group facilitation processes.
069. The College has made a full commitment to urban education as a major focus.
070. Academic administrators hold non-renewable term appointments.

071. Dissertation committee members are appointed solely on the basis of their expertise in the field of inquiry for the dissertation.
072. Summer session courses are experimental/developmental in character.
073. The College offers no graduate programs.
074. Regular contributions to College instruction and research are made by faculty outside the College but in the University.
075. Faculty, on occasion, may change departments for a year or two to develop new areas of interest.
076. Graduate students are admitted to the College to study processes in education, e.g., curriculum, teaching, learning.
077. The faculty are more reflective of the ethnic and sex composition of the American public.
078. Summer employment is given to support research without expectation for teaching.
079. Given a choice in the use of discretionary dollars, support for graduate students has the first priority.
080. College off-campus programs focus on helping mid-career adults retrain or retool.
081. Faculty who have not published in the field in four years do not sit on dissertation committees.
082. Typically, doctoral students take a part of their program (30% or so) out of their home department.
083. Several "models" of undergraduate preparation exist, each carefully designed and rigorously assessed.
084. A College-wide committee of faculty decides merit pay awards for all faculty.
085. Doctoral students have research internship experiences with research professors.
086. Faculty members do not provide professional service outside the College except as part of a departmental or collegiate plan.
087. Program areas provide two approaches to doctoral study—one designed for practitioners and one designed for researchers.
088. Faculty who are not actively pursuing a research project or external funding for research teach more than those who are.
089. Each undergraduate program has developed a set of courses and experiences prerequisite to admission.
090. A professional education unit in the College encompasses institutes, conferences and workshops and seminars that deal with issues of interest to educators.
091. Promotion in the College can be recommended for faculty primarily on the basis of excellence in teaching and service.
092. Senior faculty are responsible for assisting the careers of junior faculty.
093. The current organizational structure will have been carefully analyzed and either retained or changed.
094. Given a choice in the use of discretionary dollars, support for faculty research has the first priority.
095. Senior faculty have heavier teaching responsibilities than junior faculty.
096. Funds for out-of-state travel are used primarily for securing funding of research and for presenting papers at scholarly meetings.
097. Some faculty are assigned full-time responsibility for research.
098. Some faculty have no responsibilities for research.
099. The curricular requirements for graduate programs are specified by scholarship areas, (e.g., curriculum, human development).
100. There exists a common collegiate core (9-15 semester hours) of general courses for all doctoral candidates.

Now, thinking about your current status, please indicate your agreement or disagreement with the following items:

101. All things considered, this is a good place for me to work.
102. All things considered, only a very attractive offer would lure me away from here.
103. I believe I am being about as productive as I can be as a scholar.
104. There are serious institutional constraints on my productivity as a scholar.
105. I am developing as a scholar in a way that pleases me.

TABLE II
THE "EVENT"

Introduction to Day's Activities

- Call to order
- Review of day's schedule
  "ASU/COE: Problems and Opportunities"
- Setting the organization context

General Session #1

- Background of CIT and brief rationale of "THE EVENT"
- Objectives of "vision" process and scenario summary
- Organization and specific directions for small groups

BREAK

- Organization and specific directions for small groups
- Groups should attempt to achieve consensus on those items for which little or no agreement was found in Phase I of the program, beginning with those nearest to consensus level. As decisions are reached by the groups, "runners" will take these results so they can be noted and recorded.

LUNCH

- During the lunch period the results from all small group discussions will be added to the date base, and new areas of consensus noted.

General Session #2

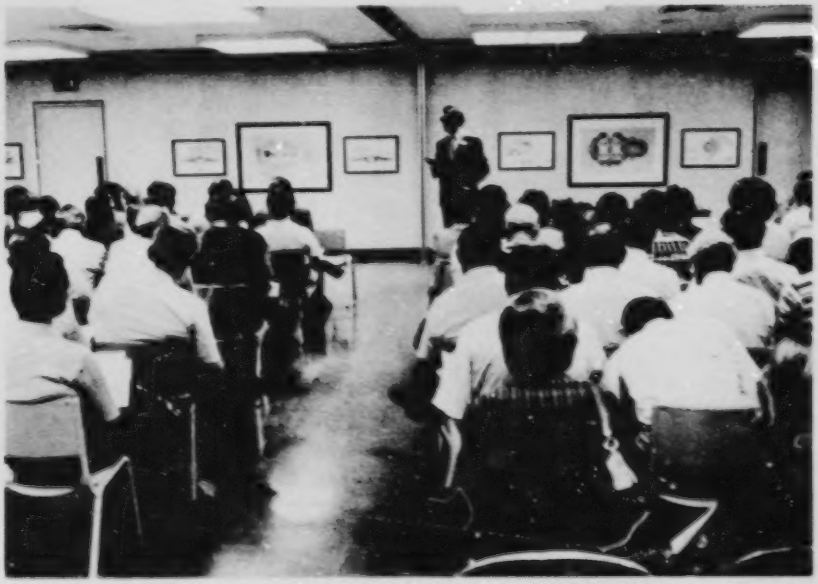
- Results of morning's disussions will be shared; stage set for next steps.

Department Meetings

- Departments should begin by addressing the question, "How will our behavior change to help implement the desired descriptors?"

ASU College of Education faculty at the college event.

College faculty meeting in cross-department groups.



Dr. John Bell, College Improvement Team chairperson addressing the group.

TABLE III
DISCUSSION ITEMS

Through analysis of the survey data the following group of survey items was identified as those with the greatest amount of variability in responses. The small group discussions will address themselves first to this group as it seems appropriate to initiate faculty dialogue about these issues.
A second group of item numbers that showed a low level of agreement is also listed for the use of the discussion groups who go through the primary list.

Primary List for Discussion

5 - Faculty who are not actively pursuing a research project or external funding for research have heavier instruction responsibilities than those who are.
13 - An accepted dissertation proposal must be presented prior to registering to take comprehensive examinations.
14 - Doctoral programs are offered primarily during the regular academic day.
19 - There exist two faculties—graduate and undergraduate.
37 - Most College faculty are actively engaged in "problem-based" research in schools.
39 - Every College faculty member is assigned as "liaison" to a school in Maricopa County.
48 - Professional responsibilities such as teaching load and service are kept at a minimum for young faculty so they can become active and competent researchers.
55 - Doctoral comprehensive examinations are read by persons other than the supervisory committee.
61 - All bachelor's candidates have strong backgrounds in interethnic and interracial relations.
70 - Academic administrators hold non-renewable term appointments.
81 - Faculty who have not published in the field in four years do not sit on dissertation committees.
84 - A College-wide committee of faculty decides merit pay awards for all faculty.
87 - Program areas provide two approaches to doctoral study—one designed for practitioners and one designed for researchers.
88 - Faculty who are not actively pursuing a research project or external funding for research teach more than those who are.
91 - Promotion in the College can be recommended for faculty primarily on the basis of excellence in teaching and service.
94 - Given a choice in the use of discretionary dollars, support for faculty research has the first priority.
96 - Funds for out-of-state travel are used primarily for securing funding of research and for presenting papers at scholarly meetings.
97 - Some faculty are assigned full-time responsibility for research.
98 - Some faculty have no responsibilities for research.
100 - There exists a common collegiate core (9-15 semester hours) of general courses for all doctoral candidates.

Secondary List for Discussion:

Items below are same as items preceding.

Item #		
	4	54
	15	58
	20	66
	24	67
	25	69
	28	71
	29	72
	36	79
	38	95
	50	99

5 Diversified New Fields of Inservice Education: Effective Tools for Youth Advocates

Mae Armster Christian & Staff

To lock inservice education and staff development into ordinary one-track, laid back, and drab forays of deadly lectures, sloven seminars, theory-laden orations, and bland workshops is an educational felony. Such behavior begs to cheat the teacher and the student, ignores reality-based needs, and does little to convert nonbelievers into youth advocates and secure warriors in the battle to improve the educational and social condition of our young.
(Mae Armster Christian, 1982)

Introduction

During its recent annual session, the Georgia State Legislature had placed before it several renditions of bills which would have had, if passed, significant impact on the lives of young people in Georgia, and perhaps the nation. One bill recommended that the study of crime and its consequences be introduced into every school curriculum in Georgia. Another bill would have provided for a traveling electric chair; still another bill recommended trial as an adult for all 15 year old offenders following their third appearance in court for certain offenses. Brought upright into the minds of numerous educators were two facts. First, there was the realization that many of the young people who

would be potentially affected by this thinking are our students. Secondly, the legislative behavior crystallized and made more powerful the philosophy which had evolved out of the years of work of the Atlanta Teacher Corps: there is an urgent need to reach out to young people through providing for educators, as effective holding devices, on-site, cogent, creative, quality and practical inservice training in some unique fields of learnings. In Atlanta, the chosen fields became Oral Language Improvement, Reading in the Content Area: a Mastery Learning Focus, Student Initiated Activities, Classroom Management and Humane Discipline, and Incarcerated Youngsters: Prevention and Reentry.

The target students, potential trouble statistics, had common characteristics. They did not speak well, they read poorly or not at all, they manifested disruptive behavior and were not included in problem-solution actions. Many of these youth lacked self-awareness and positive self-concepts. They were, or had become victims, imprisoned in classrooms where it was fashionable to inflict "put-downs", create low expectations, target for sarcastic remarks, think of as incompetent and the subjects for decisions to just let them "have their way". Some years ago, the Atlanta Teacher Corps program became committed to providing inservice education which would challenge educators to reject such attitudes and actions. Built upon assessed needs, goal/objectives planning, and involvement of the partakers in the planning, research, development, testing, application, evaluation, revision, and planned dissemination, participants entered into applied "youth advocacy" inservice education. Components selected as unique inservice directions were researched, analyzed and dealt with—at the school site. This paper summarizes some of the key features of the inservice efforts in Oral Language Improvement, Reading in the Content Area: A Mastery Learning Focus, Classroom Management and Humane Discipline, Student-Initiated Activities, and Incarceration: Prevention and Reentry.

Oral Language Improvement

The rationale for viewing oral language improvement as a crucial element of youth advocacy is both practical and humanistic. Since communication through language is a learned behavior, students need practice and guidance in the acquisition of the most useful and advantageous communication techniques. It is reasonable to expect that students and teachers who feel inadequately prepared in the use of standard English will exhibit unacceptable behaviors because they are unprepared to communicate in an effective social manner.

Exposure to standard oral English usage and instruction for standard English skills acquisition is especially crucial for urban black youth of low socioeconomic status. Observable conditions in such communities present

more clearly some of the factors essential to an understanding of the language habits of these children:

1. In the primary environment of the students, standard English is neither spoken nor perceived as a necessary skill.
2. The students do not show evidence that they value standard English as a basic or desirable or necessary skill.
3. In spite of the communications instruction provided in the schools, this instruction has little, if any, bearing on the normal speaking habits and patterns of the student.
4. Students from this type of environment know more standard English than they evidence in their normal speaking behavior.
5. The school's (and teacher's) expectations are such that the student is not expected to consistently practice and utilize standard English.

These factors indicate that the children from such low socioeconomic communities, like children everywhere, first learn and value the language pattern of the home and the surrounding community. It is typical with Black youth that the dialect in the Black community becomes the basic mode and pattern of speech. When the school is in the same environment and reflects the same language patterns, the child has little, if any, opportunity for first-hand exposure and practice with the standard English usage of the wider society. Thus, when faced with situations in which society demands the speaking of "correct English," the student often rebels.

The oral language program (Oral Guide, 1982) focused on enriching the oral climate of the classroom by providing upper elementary and secondary inner-city teachers with insights and strategies that would equip them to meet the oral skills needs of these students in a positive way. Two assumptions underlie the program focus: (1) that the perception of standard oral English as a vital and viable educational skill can be inculcated in these students; and (2) that the classroom and school can provide the environment necessary for instilling the use of conventional or standard English usage as a valuable skill. A primary function of the oral language program should be to provide students with the cognizance of the key criteria for effective speech.

Reading in the Content Areas: A Mastery Learning Focus

In the early year of the century, it was generally believed that reading was merely the skill of comprehension, and that if the reader were taught word

recognition, comprehension would follow naturally. This fallacy, however, was soon recognized, and more extensive and intensive scholarly research resolved that reading is too closely allied to the thinking process to be considered a simple or single ability, but must be made an adequate preparation for the kind of critical and discriminating reading which is imperative in a society wherein the reader is daily confronted with voluminous masses and types of media: some helpful; some harmful; some factual; and some deliberately misleading. The ability to read must become a high priority requirement for students expecting to succeed in the arena of life. In fact, it is more appropriate to think of reading as a tool applicable to many situations and many subject areas rather than as a subject.

Within the structure of the Mastery Learning approach to teaching reading in the content area, three processes adaptable to subject acquisition were implemented in the Atlanta program. These are first, the "structured overview"—a means of relating old information to new information. The teacher and student team to construct an on-the-scene visual activity, utilizing diagramming of concepts and thought-processing which relies heavily upon student responsibility for its evolution. This process draws the student into decision-making about his or her own needs. The second process is that of "vocabulary emphasis", sometimes taught as part of a "structured overview" learning process. It, too, is based on content—specific requirements and takes into consideration ability levels of students. And, third, is the "Informal Reading Inventory" or IRA (sometimes called Group Informal Inventory-GII) which the teacher constructs with precise content-area objectives and discretionary assignments based on nature and degree of difficulty.

Mastery Learning is a philosophy about teaching which asserts that under appropriate instructional conditions, virtually all students can and will learn well most of what they are taught. There are three main ideas embedded in this concept which need to be understood.

1. The Philosophical idea - Mastery is not a "package deal" like a reading or math package. It is an idea structure which deals with some facts about a process of teaching.
2. Under appropriate instructional conditions - Teachers may need to change their attitudes about student learning and methods of teaching students.
3. Virtually all learn well most of what they are taught - Mastery is not a windfall or a magic cure which will solve all learning problems. It is a systematic approach to classroom instruction that has consistently yielded improved student learning under a wide variety of classroom conditions.

The significance of the mastery concept, as it related to the target group of high school students in the Atlanta Teacher Corps Youth Advocacy program, rested on the belief that troubled youngsters often experience fear of the printed word and failure due to a lack of adequate time to master skills.

An overall assumption of the general thrust of the program was that Mastery Learning seemed to be a way of ordering teaching-learning

experiences to effect maximum productivity for teachers as well as students. An ancillary benefit of the Mastery Learning System was its emphasis linking the cognitive and the affective behaviors of students. It promoted the idea that students who feel good about themselves will learn better. Therefore, students taught by the Mastery Learning process would become better readers in any content area.

On the basis of results obtained from the several teacher and student attitudinal and academic achievement assessed forms (some, self-assessment; others, compiled), from formal classroom observation by Teacher Corps monitoring staff and consultative persons, from local university personnel, from teacher-staff, teacher-consultant dialogue, and teacher oral interaction/exchange, the project's positive outcomes were as follows:

1. Teachers manifested an evolving awareness that one approach to "creating appropriate conditions"—a Mastery Learning imperative for student learning—can be facilitated by their (the teachers') positive interpersonal relationships with all of their students. This positive learning climate was evidenced by:

- the way students helped each other;
- increased student follow through on assignments;
- participation in class, volunteering to answer questions, write on blackboard;
- increased promptness and attendance in class.

2. Students' positive attitudes toward their own educational adjustment was more pronounced, and evidenced in the following ways:

- more self-motivation was evident;
- there was a show of increased self-confidence and leadership agressiveness;
- there were more questions about procedures, content and regulations affecting them;
- more interest was expressed in assuming some responsibility for their own learning;
- increased mature thinking and verbalizing were exhibited;
- there was more receptivity of students to training in the skills of test-taking, and noted results in these skills.

Student Initiated Activities

Upon entering high school, most young people do not deliberately set goals for themselves that are self-defeating and self-destructive. Students do not pursue actions that seek to maintain a high level of absenteeism, that promote classroom disruption, or work to achieve the lowest level of academic achievement. Neither do they vow to be apathetic. Students learn from their

school environment and experiences to respond to the problems and conflicts encountered daily with parents, teachers, peers, and principals; the learned negative attitudes, observed behaviors and responses can lead to unproductive, unconstructive, noncaring youth.

Most youths are concerned about learning to be responsible for their behavior. They do view themselves as finders to solutions for many of the problems that they encounter in today's society.

The Atlanta Teacher Corps program sought to provide practical, easy-to-maintain, replicable experiences for young people who grasped the opportunities for being a part of positive change. In many ways, the program was highly successful: students gathered information and conducted discussions, convened seminars, made plans and called upon school officials and other students to act. Most rewarding, was the development of an array of ideas and plans for the continued improvement of the school learning climate, youth participation and training opportunities after Teacher Corps no longer exists in a formal sense.

Most parents, teachers, and students are aware of how peers influence the lives of young people. Given that reality, it was accepted as worthwhile to include students in promoting a climate of advocacy, and a desire for self-control of words, actions and attitudes. Whether such control would come voluntarily from within or would be imposed from without, it was believed that student power could be a great resource.

Students were prepared for effective participation in planning and implementing activities which helped to build and enhance positive school climate. If school academic and social climate are to be improved and maintained at highly positive levels, students must feel a combined sense of academic achievement, fair evaluations, expectancy, self-worth, dignity, interrelatedness, power and responsibility. To reach and sustain goals of positive school learning and social climate, no other source is as powerful as students themselves. This philosophical basis set the stage for a student-initiated program which resulted in revealing key factors about student support for positive outcomes.

The student participants in the Atlanta Teacher Corps program were engaged in discussion and planning that elicited their thinking and observations about behaviors that they viewed as disruptive in promoting a positive school climate. Some variables students suggested that would likely create a negative school learning climate were:

- class cutting
- high absenteeism
- low self-esteem
- "hanging out" with the wrong people
- using drugs
- teachers "not liking" the students
- low achievement
- some students "picking on" other students

It was observed that many of these variables were reflections of experiences and behaviors typical of the students themselves. The student concluded that much of the problem behaviors portrayed students' low self-image and

nonself-discipline/motivational attitudes. They also saw clearly how peers could appeal to peers to improve and to change their attitudinal development to a more positive self-image through self-determining behaviors. In order to develop student leaders who could initiate activities to focus on the identified variables, training workshops were designed to develop the ability to constructively:

- respond to another person's problems/feelings
- observe and evaluate the behavior of others
- evaluate one's own behavior
- utilize problem solving and decision-making techniques
- utilize a range of community youth services resources
- develop leadership potentials
- increase self-confidence and enhance self-esteem
- develop a plan of action
- implement the plan of action
- evaluate and revise the plan as needed.

Thus, the key objective of the program was to train student leaders to be positive peer models and cross-age helpers, as Big Brothers/Sisters, tutors, friends, and facilitators of activities for other students.

The mission of the program was to provide a comprehensive demonstration training program for a selected number of students that would result in the continuation and modeling of programs of student-initiated activities. The Atlanta Teacher Corps demonstrated a model program designed to assist students in their achievement of goals established by the Atlanta Public Schools, especially those goals related to improved school learning/social climate and student self-oriented behavior.

In addition to peer counseling and tutoring, the program encouraged students to initiate activities that would enhance their abilities to achieve the goals established by the public schools, especially those goals related to improved school learning/social climate.

Classroom Management and Humane Discipline

There is an ongoing, consistent need to understand that every child is influenced—but not bound—by his or her past and culture. Because today's children come from such diverse backgrounds, it seems crucial to remind ourselves that every child is, as each adult "once was," a trusting, seeking,

feeling, open, developing human system...not to be academically, socially, psychologically nor physically abused.
(Mae Armster Christian, 1982)

All across our nation, from sprawling urban school districts to hamlets of a much lesser populace, cries continue: "children no longer respect authority"; "parents do not care"; "these children are unteachable," and so on. Although research has repeatedly demonstrated that all basically normal children will model their behavior after adults who intervene in any deviant situation and that all children do respond positively to humane, attractive, solicitous, well-planned and orderly leadership and educational environments, the lamenting goes on - ADULTS RARELY VIEW THEMSELVES AS PARTIES TO PROBLEMS OF EFFECTIVE CLASSROOM MANAGEMENT AND DISCIPLINE.

The classroom management and humane discipline components were planned, developed and conducted around some basic principles:

- Adults who are sarcastic, sadistic, defensive, "grinchy," incompetent, insecure, and inhumane cannot successfully provide for the learning needs of children, nor can they successfully advocate for children.
- Certain skills and strategies necessary for the effective management of a classroom can be taught to open minded, receptive, tolerant and humane individuals.
- Educators are most likely to succeed who are knowledgeable, who plan well, who include students in the planning, who practice "democratic," not "authoritarian" or "laissez-faire" behavior and who develop and use varied techniques for motivating positive behavior in themselves and students.

The findings in this program component resulted from an organized effort by Atlanta public school classroom teachers, researchers, students, parents and administrators. All were involved in the formulation, use, evaluation and revision of the principle content and the products. From these experiences a philosophical premise had been established:

- All children, if given a chance, would rather display positive behavior than not.
- Make each child happy and self-confident and that child will soon behave.
- Children are not adults and should not be expected to behave as adults.
- Children need time to grow, to think, to feel, to touch, to hear, to see, to aspire, to learn...
- Children need kind, understanding, but firm and assertive adults who will insist that young people respect authority.
- Adults who manage and guide the education of youngsters should:
  - be warm, humane, caring, firm
  - know the subject matter

- know themselves
- be able to present positive and humane attitudes
- be open minded and receptive in recognizing problems and seeking rational solutions
- be able to help each child become all he or she is capable of becoming.

Building upon that philosophical foundation, the Atlanta Teacher Corps conducted a study of over 500 administrators, students, and classroom teachers in the Atlanta school system regarding individual needs about discipline and classroom management.

The findings indicated that certain problems were common: the complexities related to "disruptive behavior in the classroom setting," "rebellious students," "fighting," "foul language," "absenteeism," and something often referred to as "obstinant behavior" were all real and needed attention. The study also reflected that educators were desirous of working, investing their own time, effort and background into solving the problems.

First of all, it was determined that some fundamental assumptions would support the need for utilizing a humane approach to the problems associate with management of educational behavior, discipline, and interpersonal relations for adults and students. For example, there can be no quality learning in the absence of managed, disciplined, knowing, and caring behavior of adults and students. And, disruptive classroom behavior, by adults or students, is a real deterent to teaching and learning; classroom management, discipline, and human relations, to be felt, must be integral parts of the total curriculum. Although teachers transfer their classroom behaviors to students, those teachers who are successful know the subject matter, teach with reflective concern, treat students fairly, exhibit trust, firmness, humor, and expect and demand high levels of performance.

From 1978-80, the period of record, over 450 clock hours of comprehensive inservice training in humane discipline and classroom management were provided for classroom teachers. More than 300 teachers worked to analyze findings, develop, test, revise, retest, and develop related materials.

In addition to classroom observations, several interview sessions were conducted with each teacher, the students, and administrators. There were four formal needs assessment periods. The data that was collected was fed back into the revision and reorganized materials and the guilds (Management and Discipline Guide, 1982). As a major part of this summative evaluation, those materials were widely disseminated, over two years to other selected Teacher Corps projects, used by consultants and distributed at the Teacher Corps/Teacher Center day during a statewide State-sponsored work-study conference. In each case, a cover letter requested feedback—after the materials had been used and shared with other educational personnel, preferably classroom teachers, principals, and educational supervisors.

Incarcerated Youngsters: Prevention and Reentry

If we believe that every child, regardless of race, creed, color or seat of natural origin has the God-given right to a productive, effective, comfortable, and emotionally secure life, then we must face squarely the sad reality of the incarceratory crises of our times. Indeed, we must act to stem the cattle-like stream of our nation's children into the prison systems.
(Mae Armster Christian, 1982)

Ignorance, poverty, illiteracy and the imprisonment of increasingly large numbers of children are maladies and afflictions of our times. They are the diseases which are certain to increase, engulfing more and more of our youngsters, rendering them violent, hostile and angry. That is, unless concerned educators, parents, youth serving agencies and young people themselves combine to act. Such a cadre of the concerned can move to prevent future increased incarceration of large numbers of children. This can begin in the creating of safe reentry bridges—whenever possible—for those children who do run afoul of the law. And, that key element is inherent in the goals of this program component. Children need to be informed and counseled about the consequences of unacceptable behaviors. Parents, students, educators, and community agencies need to coordinate resources and form linkages to act upon this major problem.

In 1979, the State of Georgia Department of Offender Rehabilitation reported the incarceration cost per year, per average 25 year old, at $5,400; during the same year, over 25,000 of Georgia's children dropped out of school. For the fiscal year 1979, 1,682 children were admitted to an incarceratory residence. There was a 39% chance that within a three-year period a child would be recommitted to a Youth Development Center or committed to a Georgia prison. It is more likely that these young recidivists will be committed to the latter.

Some educators, politicians, parents, social and community agency heads believe that we can and must begin to work together to turn the statistics in a more positive direction. There is an acknowledge urgency to collaborate in providing effective inservice education for teachers, administrators, and others as a major avenue for redirecting unacceptable behaviors.

When youngsters are repeatedly absent from school, continuously display disruptive, dyfunctional classroom behavior, and when there are obvious or suspected signs of child abuse and neglect, the child's access to ameliorative, therapeutic, and redemptive services must be insured. Educational and youth-serving agencies have available numerous, possibilities for linkage and coordination. This collaborative action must be taken before more young people become incarceratory numbers; and it must be taken, in concerted effort, to reduce the rate of recidivism for every child who seeks reentry into the school setting. The Atlanta program set forth some simple elements which, if followed, will strengthen existing efforts to reduce the numbers of jailed

youngsters and may build a paradigm for the health survival of young people and their safe passage into adulthood.

The Atlanta Teacher Corps Youth Advocacy program maintains as one major objective the demonstration of the effectiveness of networking and coordination to resolve some of the major problems associated with high absenteeism and disruptive behavior. From 1976 to 1981, significantly positive results became visible in the Teacher Corps site schools. Through the building of programs and linkages with several youth serving agencies and projects, student absentees were reduced and several previously incarcerated youngsters remained in school. Project efforts also revealed an apparent lack of consistent, concerned coordination of services, including follow-up on the reentry success of previously incarcerated children. The projects goals for prevention and reentry, simply stated, are to help all children to:

- Understand that we live in a society of laws and there are consequences when laws are violated.
- Develop positive attitudes about school and school persons.
- Feel good about and accepting about themselves, their value as a person, their role in sharing in shaping a future society.
- Feel that school is a place where they can be accepted as a worthy person.
- Feel that they can make a positive contribution to their own learning.
- Understand that school is first and foremost a work place.
- Feel that the school as a work place can also be an enjoyable place.
- Feel supported by those serving as advocates.

The Program objectives that followed from those goals sought to provide an ongoing orientation and training for parents which would assist them in strengthening their understanding and responsibility regarding the impact of the juvenile justice system on their lives, and the lives of their children—prior to and following incarceration. It sought to provide inservice training for administrators and teachers, to assist them to gain new knowledge and ideas about applying processes of classroom management and discipline as preventive measures. The Project provided settings for administrators, teachers, parents and students to collaborate in designing and developing prevention/reentry programs for those children who bring problems with them into the school setting. It brought together youth serving agency and public school personnel in sessions which resulted in the formulation of goals and program planning, agreements, and resource sharing for placement in a Prevention/Reentry Prototype. Additional processes and products included time/task/responsibility assignments for performers (those who will advocate and work to meet the needs of the children), the development of a plan for formative/summative evaluation and implementation. These excerpts from the array of program features exemplify involvement of numerous on-site resource persons and consultants from varying disciplines and agencies. These persons were all atypical in that they could not simply descend upon the scene,

lay out lofty hypotheses and recommendations, then leave, never to be seen nor heard from again. All programmatic features described herein fell under a consultants/client rotational design for inservice education. Consultants were free to conduct workshops away from the school site, only if there was agreement for immediate on-site confirmation and demonstration of the prescription. Inservice for teachers and their conversion or reaffirmation as youth advocates was based in reality, had visible impact upon the curriculum and equipped teachers to become more effective saviours of troubled youth.

Summary

The Atlanta Teacher Corps program has successfully produced an array of useful products and processes. The tangible can be found in the series of Guides which document the progress made and the efforts given. But, always there are the intangi[illegible], the spread of effects over time. The light now lit will carry on and guide us in dispelling the darkness of trouble which can surround the pathways youths must follow. In the making of that effort and in the making of its permanence in the Atlanta schools, Teacher Corps has left its legacy.

Additional information may be secured from Mae Armster Christian (see Authors p. iii).

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6 Achieving Educational Service Goals

Irving Levy
Fred Hakes

Introduction

Indiana University Teacher Corps, consisting of the Youth Advocacy Project and Research Adaption Project, was launched in 1972. Headquartered in the School of Education of the Indiana University-Purdue University at Indianapolis, the local Teacher Corps was part of a nationwide federally funded program mandated to provide programs and information in the areas of multicultural education, the exceptional child, and diagnostic/prescriptive teaching.

Changes wrought by Youth Advocacy Project "Program 78" in the educational patterns of two area high schools may be likened to a rock thrown into a pool. The ripples of innovation, understanding, and renewed dedication will impact other schools, faculties and student bodies, institutions and cultural-educational groups in the community. This chapter is concerned exclusively with the Indiana University Youth Advocacy Project of Teacher Corps "Program 78" and covers the period from 1978 to present.

The Indiana Teacher Corps Youth Advocacy "Program 78" evolved into a collaborative effort with the Indiana Girls' School (the state correctional facility for juvenile female offenders), the Metropolitan School District of Washington Township, the Indiana Department of Public Instruction and Indiana University.

Major Projects and Activities of the Youth Advocacy Project

Reaching Out to the Indiana Girls' School.

The entire period of service to and work with Indiana Girls' School was based on the results of a comprehensive needs assessment through which

Director Irv Levy addressing teachers at the Indiana Girls' School.

priorities of the needs of the personnel at the institution's Eliza Hendricks Junior-Senior High School were determined. Called REACH for Responsive Education and Career Harmony, the needs analysis instrument took the form of fifty goal statements by which teachers rated the importance of goals both for themselves and for their colleagues. REACH gave participating educators insights into their instructional needs and provided a realiable guide for designing suitable courses of action for the improvement of instruction. Faculty at the Indiana Girls' School, Eliza Hendricks Junior-Senior High School set five goals for their professional growth, as follows:

1. To become more proficient in diagnosing individual learning characteristics.
2. To increase their skills in appraising student ability, achievement, attitude, and needs.
3. To develop abilities to write individual educational prescriptions.
4. To improve their ability to remediate and compensate for basic skill deficiencies.
5. To provide for matching teaching styles with student learning styles.

The early consensus of the participants was that first priority should be the determination of student characteristics to further refine the diagnostic and prescriptive area of individualizing student educational programs. They also determined that three main areas; basic skills readiness, work habits/learning styles, and motivational characteristics, should be given first emphasis. The REACH needs assessment was refined and revised to such an extent that it became vital to planning for essential action at another school "adopted" by the Youth Advocacy Project: North Central High School in Washington Township. (REACH document copies were offered to and used

by numerous other Teacher Corps projects and became a tool for the instruction of education students and educators throughout the nation.)

Working in and with the Indiana Girls' School was a major continuing effort throughout the period. Programs at the Indiana Girls' School included a series of workshops, with some speakers and facilitators "imported" by Youth Advocacy Project to deal with needs spotlighted by the REACH assessment. Indiana University School of Education cooperated in forming a pool of experts in the fields covered. An interesting finding during these workshops was that many of the classroom materials regularly used required reading competence beyond the actual reading abilities of most of the incarcerated young women at the Eliza Hendricks Junior-Senior High School. This insight gave new awareness of the complications inherent in the development of individual education prescriptions.

Because adoption of the Indiana Girls' School faculty preceded the cooperative efforts with faculty and administrative staff at North Central High School, many of the techniques and activities that would be used later at both schools were developed at the correctional institution. Teacher Corps developed learning materials first tried at Indiana Girls' School. The introduction of closed circuit television as a teaching tool was another innovation at this institution. Such a close working relationship developed between the faculty of the Indiana Girls' School and Youth Advocacy Project that Teacher Corps members were guests of honor at a "We Thank You" social gathering.

Inservice Programs at Project Schools

The inservice programs for faculty at both Indiana Girls' School and North Central High School were based on identified and prioritized goals

Educators-in-Residence Tom McCarthy and Stuart Hart reviewing IEP's.

gained through use of the REACH needs assessment instrument. Project staff attempted to meet maximum needs by providing service in these areas:

1. Diagnostic/Prescriptive Teaching,
2. Career Development Education,
3. Juvenile Justice System,
4. Communication,
5. Exceptional Child.

Three objectives were written for each of the goals with levels of student achievement defined for each to make the evaluation effort more significant. Inservice training was also offered in the areas of behavior modification and affective education.

Teacher Corps Interns in Action

Four Teacher Corps Interns, recently graduated from schools of education (but having no fulltime teaching experience) were selected with extreme care to represent the Youth Advocacy Project at collaborating schools. Ninety applicants were screened to obtain the most highly motivated and best qualified teachers. All four had bachelors degrees in education and two had already obtained state teaching certificates. An Intern supervisor (Team Leader) was employed to maximize the learning experience of the Interns. Interns were specifically selected to participate in intensive two-year training to improve their instructional capabilities in teaching children from low-income families. During their involvement, the Interns were to complete the requirements for a Master of Science in Education degree with a major in Secondary Education. Their advanced degree program placed an emphasis on teaching exceptional children.

During the 1980-81 school term, the Interns worked primarily at North Central High School in its Basic Skills Program. This program, placing special emphasis on reading, writing and math skills, was carefully designed to meet the needs of students who were possibly "turned off" by their past failures in school.

Teacher Corps Interns took part in workshops on *Team Teaching, Individualized Tutoring, Career Guidance,* and *Field Trips. Workshops for both teachers and interns covered the areas of Problem-Solving, Learning Disabilities, Behavior Management, and Readability.* Interns also assisted in conducting of community oriented workshops on *Parent Effectiveness Training, Task Group Orientation, Tutoring in Reading and Mathematics* and a conference workshop on *Networking.*

When the Interns' time was concentrated on the student body and staff of the correctional institution high school at the Indiana Girls' School, they had an opportunity to work with parole officers and with girls reentering their home communities. Interns also visited another states' juvenile detention

facilities and were able to make a comparison with local juvenile detention facilities.

Educators-in-Residence

The Educators-in-Residence program of the Youth Advocacy Project was a concept that paid huge dividends in augmenting the training of the Teacher Corps Interns and in refreshing and refining the skills of the experienced teachers serving in the two designated project schools. Innovative and improved teaching techniques were demonstrated and explained to the teachers and interns in training sessions conducted by university level educators. Their participation was sought because of their respective specialties in reading, special education, and diagnostic/prescriptive teaching. Five of the Educators-in-Residence spent approximately one-third of their work weeks at the two project schools. A Special Educator-in-Residence (specialist in special education) operated full time in the effort, dividing time between the two schools. Another Educator-in-Residence (specialist in diagnostic/prescriptive techniques) served one-third of each week at the Indiana Girls' School. A third Educator-in-Residence (specialist in multicultural education and reading) served at North Central High School.

The Diagnostic/Prescriptive Educator-in-Residence developed an inservice planning group at the designated school, constructed a student performance profile, and presented teacher learning style options with documentation for each.

The Multicultural Education and Reading Educator-in-Residence worked with reading teachers to develop reading programs emphasizing mature interest, low ability materials, and sensitization of teachers to multi-cultural considerations in reading materials.

The role of the Special Educator-in-Residence included development of classroom behavior management plans for those teachers who felt a need for them, teaching selected special education courses, and becoming directly involved in the process of aiding the teacher and Interns working towards *the improvement of instruction for special needs students.* This person was responsible for conducting workshops that offered several hours of *special instruction in the recognition of learning disabilities.* These workshops—for many teachers the first exposure to information concerning recognition of learning disabilities—proved to be extremely valuable for participants. The Special Educator-in-Residence also developed and implemented a graduate level field-based education course which focused on teaching skills needed to help the learning disabled person achieve full potential.

Indiana Girls' School faculty ranked specific goals that were met by content of the courses offered by the Special Educator-in-Residence and these goals were:

1. To develop appropriate curriculum based on life circumstances of their students,
2. To develop materials and activities that deal with learning disabled students,
3. To obtain skills in measuring and identifying learning disabilities,
4. To develop a perspective on the relationship between learning disabilities and delinquency.

Satisfying to both participants and the Special Educator-in-Residence was the teachers demonstrated improved ability to evaluate commercially prepared materials and evinced determination to use their new skills for the benefit of learning disabled students.

Both teaching climate and faculty morale were enhanced at the two schools. This high level of enthusiasm was directly attributed by many to the availability of the Educator-in-Residence and the Special Educator-in-Residence on a weekly basis to confer with individual teachers and faculty groups. The theory and practice workshops made the greatest impact on teachers and students. Decision-making on the part of participants provided *a sense of self-investment in the skill-sharpening activities.* Students, too, on many occasions, had the opportunity to join in decision making processes.

The Apple Group—A Community Tutor Training Program

Youth Advocacy Project established in 1981 an "Apple Group" program at the Parent-Child Development Center (PCDC). Sponsored by the Indianapolis YWCA, PCDC was designed to offer social, psychological, and educational opportunities to mothers with infant children. The "Apple Groups" were designed to provide women, living for the most part in the inner city, with both tutoring skills and an understanding of home-based learning. Participants ranged in age from mid-teens through the thirties. Each had an infant and a number had older children. Several had been unable to complete high school. *The program at PCDC included basic education classes, continuing education, human development, and model mothering.*

The Apple Group program utilized the *Tutoring in Reading* minicourse developed by Far West Laboratory for Education Research and Development as an adjunct to home-based learning skills materials developed by the Youth Advocacy Project. Emphasis was on providing the women with "know-how" *to make their parenting skills more effective.* Tutoring skills and awareness training in school materials and goals were aimed at fostering positive home environment for learning. Later, the Youth Advocacy Project liaison included input in the *GED program education evaluation, specialized courses and staffing of journalism seminars.*

Continuing Active Interest

Indiana University Teacher Corps remained interested in the problems facing the return to their home communities of young women who have served mandated time at the Indiana Girls' School. It continued to explore means of ensuring that home high schools accept certificates at the stated grade from the fully-accredited Eliza Hendricks Junior-Senior High School. It also continued to work with the Indiana Department of Correction and the Indiana Department of Public Instruction in collaborative efforts on behalf of youth education.

Graduate Courses On Site

Teacher Corps Staff members taught graduate courses on site. The courses were "Topical Seminar in Classroom Behavior Management," "School/Community Relations," "Introduction to Special Education," "Introduction to Learning Disabilities," and "Vocational Assessment."

Fee Remission for Faculties of both North Central and Indiana Girls' School

For several academic semesters, Teacher Corps met with gratifying success in securing fee remission for educational courses offered by the Indiana University School of Education in its Counseling and Guidance, Special Education, Vocational Education, and Reading Departments. During the four years of the project, the university allocated $82,000 to the project. Some 40 teachers from both schools took advantage of this opportunity in the last semester of record, thus qualifying for inservice as well as graduate credit.

Summary

Most of the concluding phase of "Program 78" at Indiana University Teacher Corps was invested in working with the faculties of the Indiana Girls' School facility for young women and the super-size North Central High School. Besides the traditional workshops and seminars on subjects bearing on providing the best possible education for the delinquent and the exceptional child, the project thrust was in raising teachers' consciousness that they were not alone in meeting behavior and learning problems of their students. Experienced teachers were given the opportunity to "brush up" on teaching skills and innovative methods, and techniques were made available to the less experienced faculty members. All this was accomplished with a carefully selected "mix" of Educators-in-Residence from the Indiana University School

of Education. Each Educator-in-Residence was chosen because of his particular specialization in such areas as reading, special education, diagnostic/prescriptive education, and other skills.

Each higher education specialist became part of the faculty "living resources" at the two schools. The cooperation between the schools and the Indiana University School of Education included fee remission for teacher working on inservice and graduate degree credits. Some accredited cou.ses were offered on site at North Central High.

The major accomplishment of "Program 78" was the blazing of active communication channels between project schools and the university school of education. Besides the "ripple effect" metaphor alluded to in the introduction, "Program 78" planted the seed of school-university cooperation which has increased each year.

For additional information contact Irving Levy (see Authors p. iii).

7 Country Living Youth Advocacy & Reality Therapy

James Toner

"I was born in the misty blues
Of a ragged old town in Maine
But when I asked where I came from
That she wouldn't explain
(Henry Lombard 1980)

Introduction

In 1978, the College of Education, University of Maine at Orono began a Teacher Corps project designed to help educators who deal with potential youthful offenders and juvenile delinquents. This rural state Youth Advocacy Project was unique in that it served a junior and senior high school, a juvenile correction center, two group homes and two residential treatment centers. This chapter has its focus on the diffusion of Reality Therapy throughout the Maine Youth Center (MYC). The Center's mission has been to rehabilitate juvenile offenders for return to the community as responsible, productive and law-abiding citizens.

MYC has chosen as its prime mode of treatment the concepts embodied in Reality Therapy (RT). RT was developed by Dr. William Glasser in the 1950's. Since then it has been used successfully in juvenile centers like MYC.

Well country living's as boring
As an old solitaire game
But when I think of where I came from
I won't have to feel ashamed
(Henry Lombard 1980)

The Maine Youth Center and Reality Therapy

"Try to figure out ways to get along," urged Dr. William Glasser, as he led a youth group discussion at the Maine Youth Center's Cottage I. "It is hard for a person to be angry unless he can provoke anger in others (Toner, 1981)."

The Maine Youth Center (MYC) at South Portland was established in 1853 as the State Reform School. In 1976, the State Legislature established MYC as the only coeducational institution for juvenile offenders. Boys and girls between the ages of 11 and 18 may be committed to the Center. The average resident is 16 years old, in the 9th grade, achieving below grade level, has a reading problem and a history of failure. In addition, their parents are not living together, there is no active involvement in a particular religion, there is use of drugs or alcohol on a regular basis, and committment to MYC is for crime against property.

Over the years, *MYC has moved from a philosophy of correction to one of rehabilitation.* It gradually became evident to the MYC leadership that concentrating on punishment and correction was not preparing youth for a responsible lifetime in society. The current MYC leadership has continued to refine the program *to help MYC's residents gain a greater awareness of self,* while becoming more responsible as contributing members of society.

MYC structured its program to enable a *multi-disciplined team approach* in working with the residents. Treatment teams represented by staff from the various disciplines (education, recreation, casework, group work, psychology, psychiatry, medicine, vocational training, and religion) have been able to function in an integrated manner in rehabilitation. The residential cottage life units have functioned as the hub of the Center's total program. Each unit has had a regular team to work with the unit director. The team has been involved in the programming, counseling, and disciplining of the residents.

Each resident has been assigned to a member of the staff team who has been responsible for tracking that resident's progress. This tracking system has ensured success for each student within an *individualized program.* There has been a *definite emphasis* on success.

The A.R. Gould School of MYC has been accredited by the State Department of Educational and Cultural Services to provide a full range of services. These have included traditional academic classes, remediation, vocational courses, equivalency diploma (GED), testing, tutoring, and building socialization skills. The school's basic role has been *to reclaim youth and to integrate them into the educational mainstream as quickly as possible.* The school has maintained pupil evaluation teams and has trained all teachers in the writing of individual educational programs.

In keeping with its legislative mandate, MYC has made every effort to bring about positive changes in the residents. MYC has been dedicated to the belief that it can return juveniles to the community with a better attitude about themselves and a greater sense of responsibility toward prevailing elements of

society. Obviously, the staff at MYC has had to provide a caring climate in order to bring positive change.

Knowing that a *dedicated and humane approach was required,* the leadership of MYC chose Reality Therapy as its prime mode of treatment. The principles of Reality Therapy assume that every human being has two basic needs: one physical and the other emotional. Everyone needs food, shelter and warmth. Everyone needs to feel worthwhile. Everyone needs self-esteem. The best way to meet one's needs is to behave in a responsible manner.

Prior to their enrollment at MYC the youth have had a record of failing to act in a responsible manner. Their behavior has infringed upon the ability of others to affectively work with these young people. Therefore, society's juvenile justice system has committed these youth to MYC in hope that they could return to society as responsible members. Lessons learned at MYC were expected to make the youth success-oriented, law-abiding citizens.

Reality Therapy (RT) is a method of helping a person to handle responsibly the stresses and problems of life. There are eight steps of RT: (1) make friends (2) ask: What am I doing? What do I want? (3) ask: Is it helping? Is it against the rules? (4) make a plan to do better (5) make a promise or committment (6) don't make excuses (7) expect reasonable consequences and (8) don't give up!

Well, I think I'll go to the city
About a hundred miles from here
To find the answer to my problem
And have a few cold beers
(Henry Lombard 1980)

Staff Development

The objective of staff development training at MYC *has been to help staff become more skilled and confident.* In 1978, MYC collaborated with Teacher Corps, the University of Maine, Orono, and the University Southern Maine to plan a five-year staff development program in Reality Therapy.

Key factors in the development and implementation of the RT training have been: (1) administration's desire to implement RT as the prime treatment mode, (2) staff needed to provide continuity in treatment, (3) requirement that a Certified Reality Therapy Trainer spend three days per week at MYC for two years to facilitate training of 240 staff, (4) planning for institutionalization with a "training trainers model," and (5) a time series assessment of youth and staff to identify the impact of training on both groups.

The MYC administration has committed a great deal of local resources to the RT program. Staff in general have been willingly involved in creating a positive change climate. In addition to regular RT training, the MYC superintendent and three tenured staff made a commitment which involved an

advanced seminar followed by six months of practicum, and a two-week seminar at the Reality Therapy Institute in California. All participants earned a certification as Reality Therapy Trainers. They were in the process of preparing 20 or more staff as trainers at this writing.

Well country living's as boring
As an old solitaire game
But when I think of where I came from
I won't have to feel ashamed
(Henry Lombard 1980)

The Staff Planning Group

There were many opportunities for professional staff development at MYC during the Teacher Corps Youth Advocacy years. In addition to the entire staff of the Center participating in Reality Therapy training, a staff planning group was formed to meet regularly and take responsibility for planning other staff development activities.

Task forces were organized and workshops and courses were planned on the basis of individualized needs assessment interviews and a school climate inventory. *Task forces were formed in the following areas: Teacher Corps Intern Orientation; Adolescent Study Team; AWOL Action Research; Staff Administration Communication; GED Graduation; and Program Demonstration.*

Intern Orientation included work with cottage and educational staff, classroom observation, time with youth in cottages, and opportunity to view clinical therapy sessions and the operation of the maximum security unit. Adolescent Study Team put together an information form to accompany the public school's letter of student transfer to MYC. This form included questions about student records, individua' education plans and pupil evaluation. AWOL research was conducted to study youth in minimum security juvenile institution. It was found that AWOLs' decreased significantly during the years since 1978 with the advent of Reality Therapy training. Regular staff/administration meetings were scheduled to address issues of concern in the MYC school setting. Meetings were operated with an open agenda and a rotating chairperson. The GED program initiated a formal ceremony with cap, gown, black and gold diploma packets, and a buffet dinner for graduates. The ceremony was created by teachers to give graduates a sense of accomplishment and recognition. The Program Demonstration task force initiated an effort to increase public knowledge about MYC and its Reality Therapy focus. A slide-tape presentation was developed for showing at schools and community service groups. As a preventative measure, MYC was in the process of making available an in-depth presentation to 7th and 8th grade classrooms throughout the state. MYC residents traveled with staff to

speak at various schools. The resulting discussions were candid centering around such issues as substance abuse, self-esteem, alternative methods of seeking attention, and ways of asking for help.

The Staff Planning group organized workshops dealing with action research in the classroom, human interaction skills, leisure education, counseling skills for teachers, motivation strategies, methods for working with special students, schools without failure, both-win management, behavior-control of perception psychology, and applications of Reality Therapy to substance abuse, aftercare in the community and security treatment.

Well I found this guy who knows this guy
Who can tell me where I came from
And when he tells me how I came 'round
I won't have to feel so dumb
(Henry Lombard 1980)

Last Change for Most of These Youth to Learn Fundamentals

Dr. Glasser assisted the Reality Therapy training process by making on-site visits and maintaining on-going dialogue with MYC staff. He has continued to share his experience and expertise related to the application of RT in juvenile centers.

"This is the last chance for most of these youth to learn some fundamentsls," said Glasser to the group of MYC teachers in November, 1981. *MYC must bring them to the point where they believe that they can learn something. Failure doesn't motivate people; it affirms to them that it isn't worth trying.*

Why do people fail? Why do they take on a failure identity? "It's easier," said Glasser. "If learning is need fulfilling, it will work. If it isn't, it won't."

Glasser told MYC teachers that *the initial urge to learn is social* and that early in a school career, learning has no intrinsic value. The students assigned to MYC could not overcome this early school obstacle. Therefore, they needed teachers who were more personally involved: "They need to know that you really want to teach them. You want to teach them *skills* that pay off in the world *rather than knowledge* which changes all the time."

Well country living's as boring
As an old solitaire game
But when I think of where I came from
I won't have to feel ashamed
(Henry Lombard 1980)

Teacher Corps Interns as MYC Youth Advocates

When the four Teacher Corps interns left MYC they carried a very mixed lot of baggage. They had autographed T-shirts, magazines, photos and graduation announcements, a worn-out coach's whistle, workshop agendas, many promises to write kids, and a large collection of new ideas, skills and attitudes.

A T-shirt was presented to one intern by the kids and staff of the maximum security unit. It was a thank you gift for her cooking-nutrition-and-self-concept program. This program had the boys doing everything from serving spaghetti and baking French bread to planning menus and writing invitations. This intern also helped with evaluations on "hold for court" clients and was involved in individual counseling.

Another intern worked as administrative assistant to the school principal. She was active in RT training and setting up a "schools without failure" workshop. She also conducted parenting classes for interested girls on Wednesday nights.

One intern tutored special education students; worked with the special education coordinator on curriculum development; helped with the maximum security counseling program, and coaching intramural teams.

The fourth intern split her time between the remedial reading room and high school GED program. She also met regularly with the Writing Club and helped edit its magazine, *The Insider*. She spent her spare moments compiling figures for the AWOL study.

"I think there were a number of reasons for our enthusiasm about MYC," said one intern. "The main one was the people we worked with. Everyone welcomed wherever we went. They were willing to make us a real part of the Center. They shared their own knowledge and made us feel that we too had something to contribute. Perhaps expecting to find something of the "turfism" typical of schools and institutions, we found instead people who gladly opened their classrooms and cottages to us, who answered our questions and went out of their way to help us learn, and who let us experiment with ideas of our own."

Well I found out where I came from
I should have figured it out before
Why didn't she tell me I came from a stork
I didn't need to know much more
(Henry Lombard 1980)

Evaluating RT at MYC

The Teacher Corps evaluator and an evaluation committee at MYC developed a time series design for utilization in collecting data on impact of

Reality Therapy at the Center. The staff and youth were given a battery of eight instruments at six-month intervals.

Staff Assessment

The staff were questioned to determine the impact of RT on their work and attitudes towards self and others. They have been asked to rate their level of implementation of RT and their degree of success in using important components of the theory.

The results indicated that the staff was increasing their degree of use of RT. The staff felt that they were having more success in using RT. Certain dimensions of RT have been more difficult for staff to implement. The major problem was in plan writing. The Teacher Corps evaluator reported that the staff had not made dramatic changes in their attitude toward Reality Therapy, but there was a trend toward a more positive attitude toward youth.

Youth Assessment

The youth at MYC were asked to identify the changes in their behavior realized through RT in terms of attitudes toward self and others as well as the institutional climate. They were asked how frequently they put into practice the principles of RT.

The Teacher Corps evaluator found that the youth were attempting to follow the steps of Reality Therapy (discussing behavior with staff and friends, evaluating their behavior, making fewer excuses for their behavior, making friends with peers and staff). Fewer individuals at each time period reported that they had not tried the process.

The youth tended to report the affective dimensions of their social behavior toward the positive end of the scale. They viewed themselves as acting responsibly. They saw themselves as having greater control over their anger. They felt like they were more sociable. Residents attempting to follow the steps of Reality Therapy reported themselves as having more positive social behaviors.

The interim evaluation reports indicated a wide range of attitude that these youth had toward themselves and how they perceived their locus of control. Students who were more internally oriented tended to have more positive self esteem.

The youth tended to show a much higher need and desire for affection (the need for a loving and affectionate relationship with others and sharing in de ision-making with others). Reality Therapy has stressed the importance of these dimensions in the interaction between staff and youth, and in the implementation process of making changes in behavior.

The perceptions of the correction environment have changed over time. Dimensions of involvement of youth in MYC varied. They tended to be prouder of the Center but did not always assume responsibility for their involvement with peers. They perceived more involvement by the staff, but the youth felt that they were not as open to express themselves freely. They reported that they had more responsibility but the parameters of their decision making was more limited. They said that they were encouraged to take leadership but have less voice in providing the staff with suggestions.

There had been more emphasis on practical orientation, including making plans for after MYC. There had been more attention on looking at the personal problems of the youth. The residents were more positive about the order and organization of the unit. They saw some indications of lack of clarity of the actions by the staff. The system was perceived as having greater staff control than before.

And now that I found out where I came from
I won't have to feel so dumb
And now that I found out where I came from
I won't have to feel so dumb.
(Henry Lombard 1980)

Set Your Standards High and Never Fail!

At a "School Without Failure workshop" Dr. Glasser encouraged MYC teachers to: "Set your standards high and never relax! Say that there is only one grade in this class, and that is an A. As far as I'm concerned there are really only two grades. You're either learning or you are not learning."

"These youth are not here to be punished," said Glasser. "They are here to learn that they can have control over their lives." They can learn how their needs can be better met by not committing crime.

"Anti" programs or scare tactics historically do not work, said Glasser. "Pro" programs do work. Go on the plus side. Try to figure out ways to get along. It's hard for a person to be angry unless he can provoke anger in others."

Dr. Glasser stressed to teachers that "these youth should get the idea that (1) you care, (2) you want them to learn, and most importantly (3) you want to teach them."

A just community is a community that doesn't have any problems that cannot be resolved. It is a community where there is love and respect for one another and the desire to help anyone when it is needed. It is a community

where there are no infractions or any unjust things happening. It is a community where all people, no matter what their beliefs, religion, or race, can get along and be true friends. It is a community where there is no prejudice involved, and everyone can say what they are really feeling. It is a community where, if there are mistakes made, they will be corrected. It is a community where there is no need for correctional institutes like this one. It is a community where there is no mental or physical pain being inflicted on others. It is a community where all people are friends and everyone trusts everyone. (Ed Decie 1979)

Summary and Conclusions

Maine Youth Center wasn't just a good idea. *Since 1978 the project has helped make a difference. The Maine Teacher Corps Youth Advocacy project supported MYC efforts to upgrade rehabilitative and educational components, primarily by implementing Dr. Glasser's eight steps of Reality Therapy* at MYC for the 240 staff and 200 residents. During this period, Teacher Corps succeeded in building a tradition of university-school-agency-community-juvenile justice system collaboration.

This chapter describes only MYC. It should be noted again that this Teacher Corps project invested equal time since 1978 introducing innovative Youth Advocacy programs in a junior high school, a senior high school, two group homes, two residential treatment centers, and the University of Maine at Orono College of Education. A good example of this was participation in building school/community alcohol and drug programs around a "peer helping" model. The Maine Teacher Corps helped design professional staff development programs that will help educators and other youth serving personnel to cope with stress and burnout.

Most important were bridges that Teacher Corps was able to *build between people in Maine* and throughout the U.S. Teacher Corps offered people in this rural state a *chance to learn about alternatives for youth in need of additional support—to learn better communication skills and special counseling techniques.*

In this era of high stress and early burnout, Teacher Corps goals have grown into prerequisites for *providing youth with better educational opportunities and leading people to the threshold of education as a lifelong experience.*

At this writing in 1982 we were much more than just a good idea. The Maine rural Youth Advocacy project helped MYC, the public schools, university, and agency personnel work with youth who have social and personal problems. We *helped to make the system work better.* We helped people grow personally and professionally.

Like the staff and youth at MYC, Teacher Corps participants will continue to make friends, make plans to do better, get a commitment, never accept excuses, and never give up. As one college supervisor said, in effect that the people involved in this project and the networks will continue to impact education in Maine.

For additional information contact James Toner (see Authors p. iii).

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Toner, James, 1981. The quotes of Dr. William Glasser are excerpted from recordings of Dr. Glasser's remarks and related printed materials during presentations to the Maine Teacher Corps Project.

"Try to figure out ways go get along. It is hard foa person to be angry unless he can provoke anger in others." Dr. William Glasser leads group discussion at Maine Youth Center's Cottage I.

8 Intervention Strategies and Program Designs for Young People in Trouble

Jacqueline Lougheed

Introduction

This chapter will detail *two intervention strategies* and *one program design* which the Oakland University/Farmington Public Schools Youth Advocacy programs have found to be most effective with young people in trouble. *The two intervention strategies* are *Student Initiated Activities* (SIAs) and *Students in Governance. The program is a Drop-Out and Reintegration Plan.* Both intervention strategies have applicability in a variety of settings and are appropriate with young people of all ages. Even though the Drop-Out and Reintegration Plan was originally designed for a high school, there are aspects of this plan which have applicability with younger students experiencing difficulty at any grade level. The intervention strategies and program outline will be of interest to teacher educators, decision makers concerned with troubled youth and teachers and staff in schools, youth serving agencies and correctional institutions.

The intervention strategies and program design are based on two major premises. These are: *the higher the level of student participation in activity development and decision making, the greater the probability that this participation will positively impact student behavior and attitudes; and when students perceive an environment and its climate as personalizing and humanizing, the students will be less disruptive, more successful and the school's holding power will be significantly improved.*

These two premises require that we not only open up opportunities for genuine student participation in initiating activities and decision making but that we recognize the importance of providing a conducive environment for young people. If any environment or climate is characterized by students as

Top l-r — Participant Reception; Barbara Martin, Com. Chair; Gerald Pine, Dean, SHES; Mari-Ann Pace, Intern; Pam O'Malley, Counselor, Power Middle. Center — Lewis Schulman, Superintendent, Farmington; Jacqueline Lougheed, Director. Bottom l-r — Mary Ann Melican, Director, Sarah Fisher Home; Linda Lentz, Documentor; Robert Prior, LEA Coordinator; Gerald Potter, Principal, Farmington High; Participant Reception. Insert — William Miller, Supervisor, Boys Republic.

depersonalizing and dehumanizing, that school/agency will have more young people continuously experiencing problems. *We depersonalize and dehumanize the climate when young people are not provided a variety of ways to be successful, staff do not encourage and foster communication with young people on personal and academic problems, young people are not involved in decision making roles, activities are unresponsive to needs, interests and abilities, young people are not involved in finding solutions to their own problems, and the efforts of schools, agencies and community are uncoordinated on behalf of young people.*

This chapter will address intervention strategies and an example of a specific program which we have found to be successful with young people in trouble. They have helped in reversing negative climate characteristics and promoting the humanization and personalization of the climate as well as involving young people in activities with potential to positively impact behavior and attitudes.

Student Initiated Activities

Through an interagency agreement between the U.S. Justice Department Office of Juvenile Justice Delinquency Prevention (OJJDP) and Teacher Corps (T.C.) our project and nine other Youth Advocacy Teacher Corps projects were provided with additional funds, 1976-1978, to study student disruptive behavior and negative attitudes of adults toward disruptive youth in schools and institutions. As already outlined in Part I this particular effort became part of a larger national "School Initiative Study" sponsored by OJJDP. The total study was designed to provide an information base and test strategies for reducing crime and disruptive behavior in schools.

The main intervention strategy used in this study and in ensuing work is Student Initiated Activities (SIAs). SIAs are a form of Youth Participation. The National Commission on Resources for Youth (NCRY) defines Youth Participation activities as: . . . involving youth in responsible challenging action that meets genuine needs, with opportunity for planning and/or decision making affecting (themselves and) others, in an activity whose impact or consequences extends to others (NCRY, 1975). In an effort to stress the importance of young people initiating, implementing and evaluating activities designed to meet student needs we called our variation of Youth Participation SIAs. It was felt that this term would stress the students' active role in activity determination and not merely involvement in adult designed activities. It is very important that the distinction between active participation in design determination and simple involvement of students be clearly understood.

Our continuing efforts in SIAs are based on the premise stated early namely, that if you increase the level of youth participation in decision making you increase the probability that this involvement will positively impact student behavior, thus reducing acts of disruption and destruction. The extent

to which there is a direct positive link between legitimate participation and delinquency prevention is unclear. However, the existence of the link is grounded on theoretical formulations including ego development (Loevinger, 1970), moral judgement (Kohlberg, 1969), cognitive growth (Piaget, 1952, 1970) and research and descriptive data gathered in the incorporation of SIAs (Lougheed, 1977, 1978, 1979).

Implementing SIAs in any school or institutional setting require several developmental support stages. Students must be given considerable support in the early stage of implementing SIAs and must be assisted in acquiring certain enabling skills. Teachers and staff working with the young people must be conversant with the intervention strategies, have opportunities to experiment with its implementation in a controlled situation and then be provided with continuous support as they facilitate student development of SIAs.

Students are more successful with SIAs if they acquire certain skills in the beginning. These enabling skills include: decision making; problem identification; communications; and interpersonal relationships with peers and adults. Skill building should be an integral part of the initiation, implementation and evaluation of SIAs. This process usually involves three stages. One, the students are walked through group initiated SIAs. Two, separate skill development sessions are introduced as a natural part of Stage One to facilitate and augment skill acquisition. Three, skills are reinforced where appropriate as small groups and individual students initiate SIAs. An example of one approach to skill building is in decision making. For this skill we utilize a simple five point model which includes: (1) identifying a need or problem; (2) focusing on a manageable aspect of a problem; (3) discussing possible solutions and making a choice; (4) developing a plan of action for implementation; and (5) assessing results.

The decision making model is introduced in the first group initiated SIAs, then several sessions are planned around the model. Gradually students begin using the model as in the initiation and implementation of SIAs. This is a very important step not only in the development of SIAs but acquiring skill in decision making can have a positive effect in confronting any problem situation in the student's life.

Another skill area which requires a great deal of effort is in the interactive roles of students and adults. These sessions explore attitudes, values and consequences of behavior. Role playing, values clarification, crises intervention, confrontation and motivation exercises are some of the simulation strategies employed in this situation.

Professional development activities for teachers and staff in the understanding and implementation of this intervention strategy often becomes a very involved process. Facilitating the implementation of SIAs often requires that adults rethink their values and attitudes toward students and develop new transactional styles. Out of this comes the creation of new transactional roles for adults and students differing significantly from traditional roles. Most students adapt to their new roles with increasing ease as they acquire the

enabling skills already described. The adults, however, find the shift to the new roles very difficult since nothing in their training or experiences prepare them for this major change.

In the OJJDP-T.C. study we measured transactions between adults and young people in terms of teacher styles. Even though these transactions were described as teaching styles the factors used to determine style can be used to determine transactional style of students and adults in any setting or context.

The adaptation of this intervention strategy requires a more indirect as opposed to direct teaching style. Direct and indirect teaching styles can be thought of as being on opposite ends of a continuum which describes who controls resources, time on-task, learning environment, diagnosis of needs, prescription of activities and the evaluation of results. In the direct teaching style, the teacher determines needs, diagnoses achievement and developmental levels, prescribes academic and social objectives, plans activities and evaluates achievements. The teacher controls time, resources and environment. The student fits into what is planned and participates in prescribed activities. In the indirect style, the teacher plays a supportive role as the facilitator, guiding and assisting students to acquire skills necessary to assume increasing responsibility for their behavior. The indirect style shifts the control of time, resources and environment to the students with the teacher assuming the highly significant role of facilitator.

The indirect teaching style is more appropriate in the adaption of SIAs for it permits students to be more self-reliant, independent and aware. This teaching style facilitates student personal discovery and continuous growth in seeking new skills and information. It fosters the student's claim to ownership over personal behavior and frequently improves student self-esteem.

The selection of adults to facilitate the SIAs process is another extremely important step. In the OJJDP-T.C. project an elaborate screening system was established to determine candidates' teaching styles and attitudes about themselves, as well as perceptions concerning appropriate roles for students and teachers. This information was augmented with classroom observations and interviews not only with the candidates but with others knowledgeable about the candidates.

The results of this particular screening indicated that the candidates were bright, articulate, considered themselves successful and were considered successful as teachers by others. However, they tended to cluster around the direct teaching end of the continuum and had varying degrees of difficulty in accepting the viability of using SIAs, especially with students already experiencing difficulty in school. They were particularly concerned that this intervention would foster a decrease in already inadequate self-control and on-task behavior. The committee finally selected candidates showing more willingness to experiment.

A very extensive summer training program was designed for these candidates. First, the research and theoretical base of SIAs was carefully reviewed, as well as the process for implementation. Second, the teachers

became students in this process with the Teacher Corps staff modeling the indirect teaching style. Working on communication, decision making, interpersonal relations and leadership, teachers were taken step-by-step through the enabling skills. Much time was spent on values clarification, role playing and discussions of perceptions and feelings as they moved through this process and began to plan, implement and evaluate activities. Then the roles were reversed and the staff became the students and the teachers became the facilitators. In addition, Youth Corps students were scheduled at appropriate times to enable experimentation with SIAs in a controlled setting. Finally, other teachers from the school site, interested in using SIAs in their regular junior high classrooms, were invited in and taken through the process by the newly trained teachers.

At the end of the training component the teachers were conversant with this research and theory-based strategy and had demonstrated varying degrees of skill in implementing the strategy. However, through staff observations we found that the teachers were having difficulty consistently assuming the more indirect teaching style and frequently slipped back to the more comfortable direct style when it was not required by the situation. Therefore, it was apparent that continuous support and modeling sessions would be necessary.

As the school year began, the summer staff development efforts were continued with weekly individual meetings between the coordinator and each teacher, bi-weekly meetings between a member of the university support staff and each teacher, and bi-weekly group meetings for other classroom teachers wishing to test the viability, feasibility and transferability of this intervention strategy. The teachers involved in this project could reach all grade levels and most academic ability groups of students in this particular school. Subject areas represented included mathematics, health, English and drama.

For the OJJDP-T.C. study we selected a junior high characterized by school and community officials as having the greatest need, a diverse socio-economic mix and the highest percentage change in student and staff composition from the previous year. In addition, the school received students from two residential treatment centers. The first for emotionally impaired adolescent, delinquent boys, all wards of the court. The second for abused/neglected predelinquent children and youths ages 4 through 16 and again, wards of the court. The school did not have programs of prevention, intervention or reintegration for youth in trouble. We know early clues of troubledness include low reading scores, problems with social relationships, difficult problems in the family and in relationships in general, and an inability to adjust, fit in and be happy in a school situation. There were several students in this dilemma and no responsive programs.

The school climate measured by the Safe School Study climate questionnaires (SSS, 1975) was described by students and teachers as having high levels of disruption, personal and property vicimization and fear. Levels were determined by comparing data from other schools of similar size and setting. An inter-disciplinary planning committee was convened to discuss

options and directions for the project. Members of the team included: juvenile justice officials, youth assistance personnel, principal, counselors, members of the Teacher Corps staff and university support faculty from education, sociology, psychology and other disciplines.

From the onset of the planning sessions, the committee began to wrestle with several contextual problems, among them a definition for disruptiveness. The committee was concerned "disruptive" would not be defined exclusively in terms of annoying behavior. The committee was also concerned that the students involved in the program should not be labeled "disruptive" and/or "delinquent". There was an agreement that such negative labeling would not facilitate positive change in behavior.

Consequently, the committee decided to promote a Youth Corps as an exciting, innovative new group at the school, created to help promote greater student participation in designing new activities. Not only did the decision to develop a Youth Corps resolve the committee's concern about possible negative labeling, but it also created a structure within the school that could support SIAs.

To arouse student interest in Youth Corps, Teacher Corps staff presented a skit in each of the seventh and eighth grade English classes. The skit was interesting, humorous, and presented the need for a Youth Corps to promote greater student participation in developing new classroom, school and community activities. After the presentation, over 350 students volunteered for the Corps. When young people needing the program didn't volunteer classes were revisited and individuals contacted to encourage greater participation on the part of all students. From the volunteers, 45 students were selected by a panel of "experts" including school counselors, social workers, administrators, teachers and youth agency personnel. The Youth Corps met daily for at least one class period. Additional small group and individual times were scheduled and the Youth Corps room was open before, during and after school for drop-ins. The project lasted for 18 months including a summer program.

The SIAs generated in the Youth Corps represented a rich array of helping relationships and resulted in a variety of activities, including: peer and cross-age tutoring, peer counseling, student newsletters, school assembly programs, school and community beautification, community attitude assessment and community involvement activities, programs in senior citizens homes, programs for preschool handicapped students, establishing new school rules for behavior and new evaluation procedures involving students in assessing their own growth and achievements. These activities touched many phases of school and community life and the activities were not only of benefit to the major participants but there were spin-off effects with the benefits being spread to other students, to young handicapped students and senior citizens.

At the conclusion of the project, the project staff assessed perceptions of students, parents, and teachers involved in this activity toward the Youth Corps concept and SIAs. First, separate close out questionnaires were

administered to each of the three groups and data tabulated. Second, the school climate in terms of teacher and student perceptions of levels of disruptiveness in the school, fear of disruptiveness, and occurrences of certain types of disruptiveness were reassessed. Third, the Youth Corpmembers were asked to share their perceptions about their own levels of participation and the importance they placed on the activities in which they were engaged. This data was gathered on weekly logs. Fourth, teachers working with the Youth Corps filled out daily logs recording their perceptions of student behavior. Fifth, Youth Corpmembers designed and administered a community survey to gain some understanding of attitudes and values held by a sample of parents and community persons. Sixth, documentary analysis of student citizenship, academic standing, and absences were conducted to determine changes over the life of the project.

For this chapter, student, teacher and parent data will be presented. The students were evaluated daily by their teachers. Over the 18 month period the teachers perceived students as showing statistically significant improvement in on-task behavior, working together, self-control, involvement and applying previously learned skills (enabling skills).

Teachers were concerned that student participation in this intervention strategy would decrease already low levels of student self-control and on-task behavior. This data repudiates both fears.

The students unanimously agreed that they enjoyed their involvement in SIAs. They felt very good about the experience and felt more successful in school. They showed significant gains over time in the level of their participation in activities and the importance they placed on these activities. In fact, perceived importance of activities increased by 100%. This increased level of participation as well as importance placed on participation are extremely important gains especially for young people in trouble. Generally, these young people tend to place involvement in school related tasks as well as the importance of these tasks very low.

Teachers participating in the study found the new teaching style increasingly more comfortable and ultimately more personally satisfying and professionally productive with troubled youth. When asked if they would volunteer again for this type of study they unanimously responded in the affirmative. They stated that SIAs had worked to change attitudes and behaviors of extremely and "hard to reach and teach" students. They felt that the new roles and SIAs had not only improved the quality of the activities; but the quality of life for all involved. When the teachers entered this program they had serious questions as to the viability of Youth Participation to change behavior and attitudes, and for the most part their transactional style was directive in nature. This represents therefore, very drastic changes in both attitudes and professional behavior.

When the parents were asked if the program should be continued, the responses were 100 percent in the affirmative. They felt student behavior and attitudes could be improved through participation in school and/or

community activities. They had been very skeptical about the viability of this program before it began. When asked "has your young person's behavior improved during his involvement with Youth Corps?", 77 percent responded in the affirmative.

The results from our OJJDP-T.C. project and continuing efforts with SIAs demonstrates the viability of this intervention strategy. In the study cited, teachers perceived significant changes in student behavior and students saw themselves as increasing their participation in activities that they viewed as increasingly more important. Parents saw changes in student behavior and attitudes. Teachers adapted their teaching styles and found new ways of transacting with students. These are important changes in both attitudes and behavior and give credence to the viability of this intervention strategy.

Students in Governance

Another strategy successful in promoting student participation in designing activities and promoting access to power in decision making involves including students on governing bodies or boards. These governing boards can be formed for any setting including classrooms, schools, agencies, institutions and/or community organizations. If young people are included in governance with or without adults on the same boards it is important that time be spent on team building to promote collaboration and to enhance the decision making process. *Collaboration in Governance does not automatically happen by bringing people together and forming a group. For collaboration to take place it necessitates building a climate for sharing ideas, accepting contributions of others, decreasing alienation and building trust, openness and efficacy to power on the part of all members.*

It is important that young people feel that they have a voice in planning activities and shaping their environment. This is true for all young people but it is especially true for a large percentage of young people in trouble. They tend to perceive adults as denying them access to power and in general, feel alienated from the mainstream in life. If young people are to be included in program governance it is important that team building be provided to promote trust, interdependence, open communications and a willingness to work together in setting mutually acceptable goals. This team building process takes time. In addition, it is important that as part of the team building effort a systematic schema be provided to assess group life in terms of communication patterns, levels of trust and openness, influence patterns, and degrees of personal satisfaction with progress.

In our current Teacher Corps program (1978-82) it was decided that both school successful and unsuccessful students should participate in the governance structure. Therefore, students became members of the four site specific Task Forces. The four sites are a junior and senior high school and two youth serving agencies. As mentioned earlier, one agency is for

emotionally impaired, adolescent delinquent boys who are wards of the court. The other is for neglected, abused children and youth and again, the majority of these young people are wards of the court. In addition to students, Task Force membership includes teachers, parents, administrators and project staff. Each Task Force has two charges: to develop, implement and evaluate new programs for young people unsuccessful in school; and to develop, implement and evaluate professional development activities for teachers and staff working with unsuccessful young people in school. Young people unsuccessful in school include the disruptive, delinquent, burned-out and alienated as well as students who are tardy, absent and failing in their classes. If adults and students are included on the same governance board it is important that traditional adult and student transactional roles be adapted. More specifically, the typical dominance role of adults, especially professional adults, over students as well as over nonprofessional adults must be modified if there is to be any movement toward parity for all in decision making.

TORI theory (Gibb, 1972) was used as the basis for our team building effort. Using this theory as a base, it was hypothesized that the Task Force would operate as a functional group if the four variables outlined by TORI (trust, openness, realization, and interdependence) were developed within the team. Attention was focused on the processes occurring within the groups. For example, involvement was established as the norm for Task Force meetings and was encouraged by the use of consensual decision making and an acceptance of contributions made by individual members.

Team members were encouraged to be aware of other group members' behavior and their own behavior toward and with others. Both verbal and written feedback were used. During meetings verbal interactions with other team members and the group were tallied. At the end of each meeting, Task Force members responded to questionnaires. Following this, team members openly evaluated the meeting relative to task accomplishment and personal relationships.

Prior to the next Task Force meeting, the interaction data was used to draw a sociogram depicting the interactions within the group. Data obtained from the questionnaires were transferred to graphs visually depicting the movement on the various questionnaire items. Each item was plotted for each individual. A summary graph was drawn for each Task Force showing the group range for the meeting and group mean. These graphs provided an ongoing visual presentation of the development of the Task Forces as a team.

In addition, the sociograms and summary graphs were discussed with each Task Force. It was felt that if the members were aware of the team's progress in these areas, the awareness itself would foster trust, openness, realization, and interdependence. In turn, this would promote growth toward meaningful collaboration and the emergence of more functional roles.

At the conclusion of the year we analyzed the data to determine whether students, especially the school unsuccessful, had felt ownship in the process through attendance, participation, and contributions. We were also interested

in accessing adult behavior and their levels of attendance, participation and contribution. Over the one year period several important results emerged. Both school successful and unsuccessful students felt ownership of the process in terms of attendance, participation and contributions made. School successful students attended more meetings than the school unsuccessful. However, school unsuccessful students did attend two out of every three meetings placing their attendance at a very acceptable level. School successful students missed meetings due to other school demands or illness. School unsuccessful students missed meetings due to school suspensions, forgetfulness or conflicts of interest. Even though school unsuccessful students had a higher absentee rate, the percentage of verbal interactions for both groups was approximately the same. This finding is highly significant for it demonstrates that given access to the decision making process school unsuccessful students will participate and contribute.

Adult members of the Task Forces had very high levels of attendance. While community members had the lowest attendance pattern for the adults, they attended approximately two thirds of the meetings. During early meetings professional adults tended to dominate verbal interaction. Over time, due in part to the team building efforts, this pattern was changed as the professional adults became more aware of what was operant in the group. In comparing earlier meetings with later meetings dominance patterns of professional adults changed significantly and no role group dominated Task Force time.

Students and adults alike rated themselves as "feeling good" about group life. Individual perceptions of task accomplishment were uniformly rated at a high level. In comparing the two student groups the only difference between the two was in their ratings of how they felt about themselves, trusting themselves as a person in the particular setting. School successful students felt much more comfortable in this role. School unsuccessful youth on the other hand were not as experienced or previously supported in this process and they found the new role much less comfortable. This difference points to the need to provide opportunities for students to rebuild personal trust levels as well as opportunities to participate in decision making. In comparing data between the school and agency sites there were no significant differences in terms of any of the indices (Lougheed, Lentz, 1980).

Several important conclusions can be drawn from this data. School unsuccessful students when given the opportunity will successfully contribute to a decision making process. The differences on all indices for school successful and unsuccessful students were few and minor. Even though school unsuccessful youth attended fewer meetings, their verbal participation was equal to school successful students. Traditional dominance roles of adults can be changed when there is an adequate system of analyzing behavior and a plan for team building. *Our conviction that professional adults, parents and students can reach parity in decision making and governance is substantiated by our data.* It does work, and if we value youth and the contributions they

can make and their right to make these contributions, we will provide the structure and support to facilitate it happening.

Drop-Out and Reintegration Plan

During the 1979-80 school year our project initiated a program for high school drop-outs. *The program consisted of two important components. The first was school related and consisted of preferential enrollment in appropriate and student selected programs and courses prior to regular enrollment, a school base teacher consultant to assist the students and their teachers, and a course designed to help each student in personal skill development. The second component consisted of recruiting volunteer adults from the community to work with each drop-out on a one-to-one basis.*

The program was designed for a 1,500 student high school in a suburban setting. Very early in this school's needs assessment it became apparent that there was a need to develop a program to encourage drop-out students to return to school and complete their programs. The initial list consisted of approximately 30 students. The school had determined that these students had not moved into job training or employment after dropping out. All 30 students were contacted to ascertain reasons for dropping out and to determine needed assistance. Referrals were made to other programs or agencies if the students did not wish to return to school. Approximately 50 percent of the drop-outs decided to return to school.

An alternative Education Coordinator was hired and assigned on a half time basis to work with the students, consult with their teachers, provide a class in personal skill development and to coordinate monthly case conferences for each student to assess and support their stay at school. During the late spring and early summer before the program began, a campaign was initiated to recruit community volunteers. Presentations were made at meetings of various service organizations, and articles appeared in the local newspaper.

Sixteen prospective community volunteers attended the first meeting held in July, 1979. At this meeting more specific information was presented. Volunteers were asked to make a commitment to work on a one-to-one basis with a drop-out student. A training program was provided consisting of twelve hours of empathy listening and problem solving. The fifteen students were called together during the first part of August. Many of these students did not have an adult in their lives either at home or at school to whom they felt comfortable in turning in times of trouble. The volunteers filled the void. They became the adult with whom the students could discuss problems and to whom they could look for support.

During August, the training sessions for volunteers were completed. A local agency working with court referred youngsters assisted in the training. All sixteen volunteers completed the training. Volunteers had been told

initially that the final decision as to their level of involvement would be made after they had completed the training program. At this point one person was screened out. Pairing of adults and students took place before school started. Adults were asked to contact their student and set up a meeting at any mutually acceptable location. Bi-weekly meetings were held for volunteers to meet with staff to assess progress and to discuss individual problems encountered.

As relationships evolved students began to look to their adults for support both in school as well as with personal problems. In addition, many volunteers gave assistance in academic areas. Each relationship was unique. Constant support for both volunteers and students was provided by project personnel. In most cases the volunteers and students remained active and enthusiastic during the school year and the concept behind providing the students with a supportive adult not connected with the schools proved to be very helpful.

At the end of the year volunteers were interviewed to ascertain their perceptions. One volunteer stated that she had always been interested in helping in the schools and this was the first time she felt that what she was doing was worthwhile not only for the benefit of a student but for her own personal growth. Another volunteer stated that she felt that she actually was helping a specific individual who was experiencing difficulties in the school and community. Although progress was slow, she was seeing some definite changes in the student with whom she was working. She found this extremely rewarding and felt that her time and talents were being used in a productive way. One volunteer made the comment that although his time was limited he felt that every minute was worthwhile because he was helping a specific student complete his high school education. Discussions with students demonstrated that the adult assistance was of benefit to them. One student commented that this was the first time she felt she could talk with an adult about her problems. She said that she wasn't necessarily asking for solutions but the fact that someone was there just to listen helped her a great deal. Another student stated that he simply needed someone to check up on him to make sure he was getting to school and getting his work done. His adult was doing this and it was helping him tremendously. Another student discussed the fact that he was getting some academic tutoring from an adult volunteer and consequently was making it through a class with which he had previously had difficulty.

The Alternative Education Coordinator provided daily support and consultation services for each returning student. In addition, a credit bearing course, "Social Relations" was offered to these students. This course provided a forum for students to interact as well as to support one another. Course content included transanctional analysis, values clarification, decision making, personal skill development including communications and building a support system for oneself.

Sixty-nine percent of returning students completed the first semester. Sixty-two percent of this group continued in school during the second semester. Absenteeism dropped dramatically from their previous year's

pattern. However, rate of absenteeism increased slightly over time. There was a drastic improvement in grades and a decrease in failures. In the first semester, B and C grades represented 30.3 percent of all grades and failing grades when compared with the previous year were reduced by approximately 20 percent.

Students expressed both positive and negative reactions to various aspects of the program, but in general the additional support and assistance and the new relationships formed made the difference. Utilizing the adult volunteers to serve as advocates proved to be most helpful. For the first time many students felt they had a safe and sympathetic ear. The volunteers also gained from the experience. They felt useful and that they were making a meaningful contribution in the life of a young person.

It is appropriate to conclude that *this program was successful in helping students return to school and to be successful once they had returned. Student's previous perceptions about the system being unbending and unresponsive found the system more responsive, personalized and humanized upon returning. The Community Volunteers found their role in helping an individual student to be very rewarding experience. They felt it was an important role and that they had played a significant part in helping a young person.*

Summary

This chapter has outlined two intervention strategies, SIAs and Students in Governance and one program design, Drop-Out and Reintegration Plan. All three are based on the premise that: the higher the level of student participation in activity development and decision making, the greater the probability that this participation will positively impact student behavior and attitudes: and when students perceive an environment and its climate as personalized and humanized, the students will be less disruptive, more successful and the school's holding power will be significantly improved. The use of these premises as the basis of the intervention strategies and program outlined have been clearly described. Training program and support strategies have been outlined. Data has been provided which substantiates the viability and impact of the interventions and outlined program in changing attitudes and behaviors of young people in trouble and the adults working with these young people.

The evidence is conclusive. Young people, if given opportunities for active participation in activity development and in decision making, will participate and contribute and this participation in turn changes attitudes and behavior. In addition, adults involved in this process of increasing student opportunities also change both in behavior and attitudes. It has also been demonstrated that if we change a school's responsiveness to young people in

trouble by personalizing and humanizing these responses, drop-out students will reenter and be more successful in school.

The intervention strategies and the outlined program have been proven to be successful with young people in trouble. *However, for these strategies to be successful depends to a large extent on the adults involved. They must value youth. They must believe that young people are capable of contributing and changing if given increased opportunities to participate in program activities and in making decisions. They must realize the importance of the climate they provide for young people.* Without these basic beliefs and realizations very little of a positive nature will result and young people will continue to be in trouble and will drop out of the process, the mainstream of life with increasing frequency. That can be changed but it depends on the adults to facilitate and nurture the change.

For additional information contact Jacqueline Lougheed (see Authors p. iii).

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9 Implementing Education Services in a Detention Facility

Terry Bullock
Richard I Arends
Frank Mills

Introduction

The Teacher Corps Youth Advocacy Project has been a cooperative effort among the Eugene Public Schools, the Lane County Juvenile Department and the University of Oregon's College of Education. Through Teacher Corps, the three organizations, since 1979, have strived to establish a linking relationship that strengthens the educational and staff development programs of each organization, with particular emphasis on creating opportunities for troubled youth.

Guiding the work of the project since the beginning has been a recognition that to be successful the project had to establish a temporary system within the network of the three independent organizations and the larger community. The aim of that system would be to help personnel in the various organizations introduce new programs and practices into their existing structure. To work the project and the system it created had to contain the following features:

Collaborative The structure had to allow members of each of the organizations to be linked to one another in such a way that joint efforts could occur while organizational integrity was maintained.

Participative The structure had to allow a broad range of people—teachers, administrators, students' parents, juvenile authorities—to be represented and to have a voice in the aims and activities of the project.

Responsive The structure had to recognize that different actors and different problems would emerge as the project made transitions from one stage to another - as from planning and development to implementation and institutionalization. It

also had to be, in every instance, *responsive* to the needs of the learners and staff in each respective site.

In this chapter we will describe the work of Teacher Corps in one Project Site — Skipworth Juvenile Home. We will describe the characteristics of that facility, the unique problems it faced as we started our work, the intervention strategies we used and the new educational program that was designed and implemented. We believe that two aspects of our work are of interest to a wider audience than ourselves — the intervention strategy we used and the educational program that was developed. The intervention strategy is of interest because our first approach failed and we had to change strategies in the middle of the project. *The educational program now in existence at Skipworth, we believe, is applicable, with modification, to other facilities that strive to provide educational experiences for short-term detained youth.*

Skipworth Juvenile Home is the detention facility for the Lane County Juvenile Department in Eugene, Oregon. Unlike adult jails, Skipworth Home is a nonpunitive holding facility for children and youth who come under Juvenile Court Jurisdiction because they have (1) been charged with an act that would be a crime if committed by an adult, (2) runaway from home, and/or (3) exhibited behavior that may be harmful to the youth himself or herself, or to the larger community. This type of facility presents special problems for those interested in designing rehabilitation and educational programs for troubled youth. On the one hand, detention personnel (group workers, counselors and teachers) strive to develop climates that show caring concern for the clientele being served and want programs that provide potential help and growth. On the other hand, most of the youth at the Home are not placed there for the primary purpose of treatment, but rather for control and protection. The short period of time most youth spend in detention as compared to longer-term treatment institutions, makes it difficult to develop and maintain constructive programs that meet simultaneously rehabilitation and control needs. The type of educational services to provide in this setting is a particularly perplexing problem.

When staff of the Teacher Corps Youth Advocacy Project began its work at Skipworth, a decision had been made to work only on the educational portion of the agency's work. At that time, resources for the educational program consisted of one full-time teacher and portions of two group workers plus several community volunteers and University of Oregon practicum students. The program itself consisted of three, ninety-minute periods divided roughly into three topical areas - a basic skills classroom, the gym, and a room where guest speakers talked to students on a variety of topics. Classes were sex-segregated; all students worked primarily on the same assignments and considerable attention was given to control.

Initial Approach to Program Development

The intervention strategy used by the Project at all schools, including Skipworth, was that of forming task forces at each site with membership representing several role groups — teachers, community persons, administrators and students. Each task force had the assistance of a trained facilitator who was a member of the Teacher Corps staff from the University of Oregon. In general, the role of the facilitator was to help the task force members with their initial formation, to facilitate groups processes as the task force performed its work, and to maintain fidelity to the "change model" that had been designed by the Project.

The model described elsewhere (Arends, 1979; 1980) was essentially a planned change model that asked task force members to proceed through a staged process consisting of four major phases:

Phase 1: Problem identification through needs assessment.

Phase 2: New program identification and selection through matching local site needs with programs proven to be effective.

Phase 3: Planning for implementation of the new program, and

Phase 4: Implementation and institutionalization of a new program.

A multi-constituency task force composed of the Superintendent of Skipworth Home, the full-time teacher, four other detention staff (group workers and counselors) and two parents, was formed in September 1979. A member of the Teacher Corps staff and an advanced graduate student from the University of Oregon were assigned responsibilities to facilitate the work of the Skipworth Task Force.

The Task Force met bi-weekly during the first year. A very comprehensive needs assessment was conducted — including collecting information from detention staff, students, parents and decision-makers. Information was sought about educational programs in other detention facilities that might be adapted for Skipworth Home. Considerable effort also went into talking to and obtaining information from other youth serving agencies in the local community. After 18 months a formal report had been written and considerable interest still existed in the project and its goals. However, members of the task force itself could not seem to conceptualize a new educational program for Skipworth nor could they make a set of recommendations with enough specificity for the administration and staff at that facility to move forward with concrete implementation efforts. The model that was working quite successfully at other site schools was not working at Skipworth. So, a decision was made to try a different approach to solve the need for a new and different educational program at Skipworth.

A Second Approach to Program Development

In the spring of 1981, the Superintendent of Skipworth and the Teacher Corps Director proposed to the Task Force that it step back from its work and request an *expert review and evaluation* of the educational program of that facility. The evaluation was to answer four questions:

1. Given the nature of the Skipworth students, the brevity of stay and the limitations of agency resources, what are realistic goals (short term and long term) for the educational aspect of the detention program?
2. Working from the above set of goals:
   a. What are the most effective means of diagnosing individual student needs at Skipworth?
   b. What are the most effective means of motivating Skipworth students?
   c. What are the most effective means of organizing Skipworth students for instruction?
   d. What is an appropriate curriculum for the education program at Skipworth?
   e. What teaching approaches (strategies, methods) should be used when instructing Skipworth students?
   f. What are the most appropriate instructional materials for use with Skipworth students?
3. What are the most effective means of handling liaison and critical linkages between Skipworth and the schools or other facilities with which Skipworth students are associated before and after detention?
4. What standards and procedures should be used to judge the effectiveness of educational program at Skipworth?

It was reasoned that bringing in a set of outsiders with expertise in the areas of education in detention might provide new insights and provide Skipworth staff with a set of concrete recommendations with which to work. The Task Force accepted this proposal and a five-member evaluation team was assembled through the combined efforts of the Teacher Corps Project staff and the Superintendent of Skipworth. The team selected consisted of two evaluation specialists from the University of Oregon, two special educators from the Eugene Public Schools and a juvenile specialist from the Oregon State Department of Education.

The evaluation team met for the first time in April, 1981. Members decided as a first step to visit "Court School," another detention facility in the area that had an effective educational program. The educational program at that facility was run on an out-student basis. Students come to the center for the educational day and return home in the evenings and for the weekends. This was in contrast to the Skipworth program where students are detained in the facility 24 hours a day. The visit to "Court School" proved to be useful for

team members as it provided a basis for comparison when later examining the Skipworth educational program.

After the visit to "Court School," evaluation team members spent lengthy periods observing the program at Skipworth and interviewing instructional staff, students, and other staff members who had links to the educational program. Upon completion of this initial round of observations, evaluation team members met to exchange information and to decide upon next steps in the evaluation process.

Team members decided that the next step would be to focus on the specific evaluation questions. This required a second round of data collection and included interviewing staff and students at Skipworth, reading or rereading documents, and observing specific components of the program relevant to the four evaluation questions. Evaluation team members also spent time developing specific interview questions that would be asked of people indirectly associated with the program such as central office administrators from the Eugene Public Schools.

It was a diverse set of information that team members came back with at their next meeting. For example, one person had data on the average daily attendance in the educational program at Skipworth and the average length of stay over a three-month period of time for each student in the program. Another person had detailed information about the type of teaching strategies that were in use in each of the classrooms. It should be noted that most of the evaluation teams' meetings took place at the Skipworth site. This proved to be a good decision in retrospect, because of the easy access to Skipworth staff, documents, and other information needed by evaluation team members.

After this extensive data collection, the evaluation team began to develop an *outline for a new educational program that would be recommended to the Skipworth staff.* The final recommendations and design put forth by the team (Bullock, Reinhard, Dennerline, Niems, and Fiegenbaum, 1981) recognized several limitations that existed at Skipworth such as limited space, scarce human resources, and sparce funds for new materials and equipment. However, a program was proposed which would *maximize educational opportunities for all students at Skipworth whether they were there for one day or six months.*

New Educational Program

Institutional Constraints

In designing an educational program for a facility such as Skipworth, a number of features need to be considered that can be ignored in more standard educational settings. First, the educational program exists as part of a juvenile justice system that has a non-educational purpose that takes precedence.

Skipworth is a detention facility designed to provide temporary care for students in a physically restrictive environment. It is charged with the responsibility of guarding three vital rights: 1) the community's right to protection from the student, 2) the child's right to be held in an environment conducive to normal growth and development, and 3) the court's rights to immediate accessibility to the student at the time of a hearing. Placement at Skipworth is the result of the student's experiencing significant difficulty with some aspect of his/her life and the *juvenile program must meet not only the needs of the student, but also the needs of the community as defined by the court and by the juvenile justice system.*

A second feature that impinges on any educational program in a facility such as Skipworth is the amount of time that children or youth are detained. For the calendar year of 1980, the length of stay varied as follows:

TABLE I
LENGTH OF DETENTION OF SKIPWORTH STUDENTS - 1980

Number of Students	Percentage	Length of Stay
99		1 day
355	47%	2-3 days
165		4-7 days
79	25%	8-14 days
54		15-21 days
54	27%	22-29 days
155		30+ days
961	100%	

Other factors that influence the nature of educational programs in detention are age (11-18; most 15-16 years old) and ability (cursory review of standardized test scores found only 26% substantially below grade level). Finally, program designers cannot assume that students will return to the school they last attended or to a traditional school setting. Therefore, programs must be designed assuming students will receive future educational services but in a variety of settings.

With respect to the educational needs of the students, the design of the educational component is dependent on identifying the role that education plays in the total development of the individual and how the educational experience relates to other program components. Recent research demonstrates that with the decline of the nuclear and extended families and the loss of neighborhoods, the school plays an ever-increasing role in the lives of children. While the demands on the schools have increased, the educational system has not fulfilled its expanded role. The same condition existed at Skipworth: the design and function of the educational programs at Skipworth fulfilled the system's needs, but did not adequately address the educational needs of students. In fact, several deficiencies existed in the Skipworth educational program that were similar to those found in many public schools.

For example:

- All students were studying the same materials.
- Excessive attention to control limited opportunities for expression through verbal and written language.
- Grouping students by sex precluded normal socialization development.
- Ninety-minute class sessions exceeded productive attention time.
- Available data were not used to make instructional decisions.
- One mode of instruction was dominant.
- Human resources were underutilized for needed individualization and small group instruction.
- There was no training for part-time and volunteer resource personnel.
- There was no identification of students' past educational accomplishment or future educational options.

Proposed Educational Philosophy and Program

It was the belief of the evaluation team that *each student at Skipworth should have a successful educational experience, regardless of the length of detention.* In order to insure a successful experience each student should be exposed to a wide range of materials, experiences, activities and instructional strategies, tied to three major goals:

1. An educational program that can evolve to the point where students have more choices to make about their education while detained at Skipworth (student goal).
2. A curriculum that is flexible and diverse enough to allow students of differing abilities to take something with them when they leave Skipworth (student goal).
3. An overall program that is integrated into the Master Plan for providing services to detained youth (program goal).

To accomplish these goals the evaluation team recommended a restructuring of the program at Skipworth from the three 90-minute periods to five learning areas which would be attended by students for 45 minutes. The team reasoned that this revised structure would allow for greater individualization and more curriculum flexibility. After considerable study and discussion the staff at Skipworth decided that a five-period structure would make too many demands upon their resources but that the functions described by the evaluation team for two of the learning areas would be combined and that it was feasible to implement a four-period structure. Below is a description of each of the four areas that were implemented including staff responsible for each area, types of materials available in each area and the teaching strategies and classroom organization in use.

Instructional Center

The purpose of this area is to provide *students with formal instruction in the basic academic areas of math, reading and writing.* Diagnostic testing is used to match appropriate instruction to each student. If a student has high marks in any of these areas based on diagnostic test scores, the student is assigned work such as the following: work on a special math project or upper level math (e.g., algebra, geometry, calculus), creative writing, poetry, leisure time reading. In addition:

- A full-time, certified teacher is responsible for the design and programming of instruction in this learning area and supervises aides and practicum students who implement some instructional tasks.
- The materials in this room are high interest and, in most instances, low vocabulary. Examples of this type of material would include the *RALLY!* reading series and math problem-solving materials such as those developed by Schaff (1980). In addition this area contains interest areas with a variety of reading and math materials for students who are there for five days or less.
- Teaching strategies in this room consist of individual conferences with students to determine individual learning goals and to provide direct, one-on-one instruction and individual feedback. When several students are working on similar skills, small group instruction is used. After a student has been in Skipworth for more than five days, an individual learning contract is developed between the classroom teacher and the student for these three areas. The teacher stresses incorporating teaching reading skills through content area materials for those who have basic decoding skills. Other students are provided help in decoding, sight words, basic concepts, and passage reading.
- The classroom is organized in such a way as to facilitate both one-on-one and small group instruction. Materials are easily accessible by both the students and teachers.
- The responsibility for setting up learning contracts and tying instruction to diagnosis belongs to the certified teacher in this room. Practicum students and community volunteers provide one-on-one instruction and feedback to students under the supervision of the teacher. Peer tutoring is used on occasions.

Gym

Instruction in this area *provides students with an opportunity to exercise and to engage in competitive and non-competitive sports, with the expressed*

purposes of working off frustration and energy, developing an awareness of body, and learning teamwork skills.

- A full-time group worker is responsible for this instructional period, supervised by the Educational Coordinator.
- The materials and equipment for the gym include a wide range of equipment, including a punching bag and books about physical fitness, rules, new games concepts, and sports figures.
- Lecture, discussion, demonstration and experiential teaching strategies are used in the gym. Since most of the teaching is for groups, lecture and demonstration provide the main form of instruction. Also with the introduction of new games, there is a need for students to experience these activities firsthand and have an opportunity to discuss them.
- The organization of the gym period allows for both individual and team work. The first 15 minutes or so is devoted to individual physical fitness while the last 30-40 minutes is given over to team sports.
- A group worker has primary responsibility for setting up the instruction in this area. However, outside consultants knowledgeable about "new games" and using exercise as therapy have assisted the group worker with developing an appropriate curriculum. Practicum students from the University of Oregon Physical Education Department are used to assist with the instruction under the leadership of the group worker.

Learning Center

The *purpose of the Learning Center is to provide informal but structured instruction for students.* This Center helps students develop interests in the area of social science, accommodates a variety of learning styles, and explores academic possibilities for each student. During the first five days that a student is at Skipworth, this center is used for informal student diagnosis and to help the student plan for future instruction.

- The person responsible for this area is a Title I Aide, supervised by the Educational Coordinator, with assistance from one of the Teacher Corps Interns.
- The materials in this area include a wide selection of media and high interest materials. For the informal assessment a concise but descriptive assessment such as the Information Reading Inventory (IRI), e.g., Sivaroli Inventory, a math screening test, e.g. Brigance, write a paragraph writing test (topics could include "What did you dislike about school?", "What kind of instructional help could you give to others?"); attitude inventories; learning styles inventory; and vocational inventory, e.g., JOBO, is used. Materials for this learning center include everything from puzzles and manipulatives to high interest reading materials including newspapers, magazines, pamphlets and paperback books.

Terry Bullock

Frank Mills

Richard I. Arends

- The teaching strategies in this center consist mainly of one-on-one with the teacher directing a student to different materials based on his/her interests. It also entails setting up learning contracts for students who want to do a project - e.g., a social science project.
- This room is organized so students can have easy access to materials and the teachers. There is a teacher's desk in this area. The seating arrangement is as comfortable as possible.

Current Topics Room/Study Center

The purposes of this area *are to provide students opportunities to receive informal but structured instruction pertaining to current issues, and informal and unstructured time for reading, doing art projects, writing letters, listening to music and playing games.* High interest topics dominate the current topics portion of this classroom. Both Skipworth staff and outside speakers address such topics as sex education, health and nutrition, law, stress, career planning, responsibility for actions and lifelong learning. This part of the program is planned at least six weeks in advance and is initiated by the Educational Coordinator in conjunction with other staff members including Teacher Corps Interns.

- The person responsible for this area is the Educational Coordinator who with the four Teacher Corps Interns plan and develop all activities.
- Materials in this area include handouts, pamphlets and other materials brought in by presenters, records and record player, paperback books, writing materials, games and puzzles, and art supplies.
- The strategies include presentations by guest speakers with opportunities for a question and answer period. In addition, informal discussions on current topics, individual projects, and one-on-one conferences are part of the teaching strategies used in this area. Finally, the strategies for the study center include assisting students to find appropriate materials that pertain to students needs and interests.
- This area is organized so that there is comfortable seating for listening to speakers, reading materials and accessing materials. The guest speaker spends no more than 30 minutes in dealing with his/her topic so that there is normally 15 minutes left for discussion.
- The actual teaching is done by guest speakers, Teacher Corps Interns, and the Educational Coordinator.

Final Evaluation Phase and Implementation

The final phase of the evaluation covered a four-month time period from the middle of June 1981 until the middle of October of that same year. This phase of the evaluation consisted of a number of meetings with educational staff in order to share the teams' recommendations and to help the staff at Skipworth to understand the proposed new educational program. The chairperson of the evaluation team assumed the responsibility to carry out this phase of the evaluation. The major strategy, after presenting the final evaluation report to the superintendent, was to meet with small groups of the educational staff and group workers during the course of the summer to present and explain the rational behind the new program. This phase of the evaluation also allowed Skipworth staff input about the feasibility of implementing the proposed program. As a result of these discussions, there were some modifications made in the program based on personnel and space considerations. As described earlier, the major alteration was to combine the current topics room and study skill center into one area. This change allowed for much better utilization of existing space and also took into account personnel reductions that were occurring from budget cutbacks.

This phase of the evaluation came to a close in October when a two-day retreat was held with the entire educational staff of Skipworth. The chairperson of the evaluation team served as facilitator at that retreat. As a result of this retreat, the staff agreed to implement a four-period educational program and agreed to try coeducational groupings. A person was assigned responsibility to coordinate the overall program and to make sure the new program was implemented. Plans were made to obtain the needed new materials and to conduct a series of training events for educational staff and volunteers. The new program began in November, 1981.

Summary

The new educational program at Skipworth has now been in use for a little more than six months. It has been evaluated positively by students and staff at that facility and appears to be firmly established for at least the immediate future. The nature of the educational services now being provided to detained youth at Skipworth along with the processes used to get them there, have practical implications for others in at least three situations.

Implications for Educators in Detention Facilities

The type of program recommended by the evaluation team and implemented by the Skipworth staff is not fancy. Nor is it costly or pretentious. It is built on solid principles of education, rather straightforward

and recognizes the organizational constraints to providing educational services inherent in short-term detention facilities. *The program aims at providing maximum attention to individual educational needs of detained youth and at the same time providing a set of experiences that are of high interest to youth in trouble and that are in and of themselves a worthwhile way to spend a few hours while waiting future educational opportunities.* Building leadership for the program around a few key staff — the Educational Coordinator and group workers — and relying on community volunteers to provide much of the actual instruction seems to be an approach that is cost effective and also encourages a measure of community responsibility for its troubled youth.

Implications for Change Agents

The planning and improvement approach used during the first 18 months of the project represented the linear rational model that has dominated most planning activities associated with school and human service agency change efforts during the past decade. It encompasses several assumptions and images we have held about the process of bringing about change. Assumptions include: (1) that collecting information will illuminate real versus unreal problems and help set priorities toward which limited energy and resources will be addressed, (2) for most educational problems a solution already exists somewhere that can be brought into use at the target agency and (3) new programs can be moved sequentially from the work of planning task forces into day-to-day work of the organizations.

This model has been used successfully in other settings of our Project, but did not work at Skipworth. Upon reflection several reasons seem to explain our initial failure. First, even though the needs assessment was skillfully done, members of the task force were, for the most part, so close to the day-to-day operation of the detention facility that they could not seem to step back and get a clear view of their most critical needs. Nor could they seem to crystalize their thinking to the point of making concrete proposals that could serve as guides for implementation by the educational staff at Skipworth. Second, there didn't appear to be ready solutions already in existence that could be brought into Skipworth. And finally, perhaps we know preciously little on how to move planning efforts of a task force such as the one created at Skipworth into the ongoing work of existing organizations.

Implications for Evaluators

In reflecting back over the evaluation, there were a number of factors that seemed to make this particular effort a successful one. First, the evaluation team put a great deal of effort and energy into working with the Skipworth staff in an advocacy relationship rather than an adversary role. This meant

listening carefully to the educational and detention staff about their concerns, and at the same time paying careful attention to the needs of the students at Skipworth. These two issues were not in conflict with one another.

Another set of related factors that made the evaluation effort successful was the mission and timelines given to the evaluation team. The job of the team was to conduct an expert review and evaluation of the educational program within a two-month period of time. The team put most of its time and energy into observing the program and interviewing staff instead of developing elaborate data collection devices. The chemistry of the team in terms of establishing a good working relationship and trusting the skills of other team members was evident from the start. These factors allowed the team to efficiently collect information and to readily agree on the content of the final evaluation report.

Finally, the evaluation teams' work did not halt when its recommendations appeared in the final report. They viewed the document as a working document and spent over four months facilitating problem solving by members of the Skipworth staff and others who were interested in seeing improved educational services for detained youth.

For additional information contact Richard I Arends (see Authors, p. iii).

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10 Improving the Educational Opportunities of Troubled Youth: The Dallas Experience

Richard L. Simms

Introduction

This chapter reviews the youth advocacy efforts of a Teacher Corps Project in Dallas which has been cooperatively sponsored by North Texas State University, Dallas County Juvenile Department, Dallas Independent School District, and an elected community council. The project is housed in L.G. Pinkston High School in one of the lowest socioeconomic sections of Dallas. The target area also includes nearby Pinkston Annex, a ninth grade center, and Adamson High School located in a lower middle class Oak Cliff "neighborhood in transition." Specific strategies and programs which will be discussed here include:

- Peer Counseling and Tutoring Techniques
- Citizenship Education
- Improving Basic Skills
- Inservice Education Activities for Staffs of Target School, Dallas County Juvenile Department, and North Texas State University
- Community Education Program Designed to Strengthen Family and Community Support for Youth
- Improved Working Relationship Between Target Schools, Dallas County Juvenile Department, North Texas State University, Community Council, parents, and Community Agencies.

This information should be useful to teachers, counselors, administrators, parents and others who regularly work with youth from low income areas. It should help teacher educators to better prepare teachers to work more successfully with troubled youth.

Improving School Effectiveness: A Case Study

This section will deal with our efforts to improve basic skills and general learning climate in our target schools. For the sake of clarity, the work done at each of the three schools will be described individually.

Inservice session on improving basic skills.

Renaissance at Pinkston High School

L.G. Pinkston High School is located adjacent to a public housing project in a blighted area of West Dallas. The pollution which spews from smokestacks of nearby industrial plants casts a pall over the area. In the past, Pinkston suffered from chronic absenteeism, low student achievement, disruptive behavior, high teacher turnover, and an apathetic community. In short, the school had a very poor learning climate. Students skipped classes and many could be found roaming the halls during all hours of the day. Classroom doors would suddenly fly open and a hall-walker would shout obscenities into the room or do something else designed to wrest control of the

class from the teacher. Outsiders, referred to by school authorities as "hooks," were a problem because they would slip inside the school to push drugs.

Dallas' general superintendent of schools at that time heard rumors about conditions at Pinkston. He showed up, unannounced, one day to see for himself if the school was as bad as its reputation. He insisted on touring the building alone. On the third floor of the building's back wing, the superintendent attempted to stop a young man to see if he had a corridor pass. The student, not knowing or caring who this "white dude" was, verbally abused the superintendent as he strode by. Angry and indignant at the conditions he observed at Pinkston, the superintendent ordered every available district security guard to the school. For a while, the place bristled with security personnel armed with two-way radios and order was quickly imposed. Students protested the lost liberterian by marching in front of the school. A few wore signs stating such things as: "There's No Prison Like L.G. Pinkston." Fortunately, tempers cooled during the weeks that followed and no violence erupted.

When one looks at L.G. Pinkston High School today, the events described above seem to have occurred light years ago if, indeed, they happened at all. Several forces have gradually created a remarkable renaissance in the school. Absenteeism has decreased, achievement levels are up, discipline problems have been reduced, teacher turnover has diminished, and commun[illegible]upport has improved. What follows is a description of the phenomenal [illegible]nges which have transformed Pinkston into the institution of learning that it is today.

Not long after the dark days described above, Pinkston High got a new principal who had already earned an excellent reputation while serving as administrator of another tough inner-city school in Dallas. He quickly tackled the task of improving Pinkston's learning climate. He eliminated unecessary disruptions in the school's daily schedule in order to increase "time on task" in the classroom. He made it known to students that school was a place to learn, not just a place to congregate. He also emphasized the importance of being on time and adhering to an institution's schedule—an important lesson for students to learn, particularly in the inner-city where a youngster may have no one to help him/her get off to school on time each morning. The principal clearly communicated to teachers that all students can be taught. Similarly, he convinced students that they were all capable of learning. He insisted on a school-wide emphasis on basic skills improvement. There is an old saying in educational administration that "as the principal goes, so goes the school." A similar motto is "the school is the shadow of its administrator." The considerable work done by Ron Edmonds, Michael Rutter, and others provides research evidence to support the veracity of these maxims (Edmonds, 1979). The recent history of Pinkston High School lends further credence to their truth.

In 1980, the Dallas Independent School District adopted a stringent new attendance policy as one step in a massive effort to improve basic skills. The result has been that the general learning climate in the district has improved. It is, of course, axiomatic that a youngster who is frequently absent from school will not achieve as well as one whose attendance is regular. Under the districts old attendance policy, a student could be absent up to half of an attendance period and still receive passing grades provided that student could handle the tests. The new policy states that a student who has more than five unexcused absences during a semester cannot expect to pass. As a result, average daily attendance at Pinkston High School jumped from 82 percent during the 1979-80 school year to 88 percent the following year. This remarkable improvement in attendance has had a salutary effect on student achievement at Pinkston.

With assistance from its Teacher Corps Project, Pinkston High School is making a concerted effort to improve basic skills. For example, the school's reading department focused on three major areas during 1980-81:

- Improving students' test-taking skills
- Encouraging outside reading by students enrolled in reading classes
- Stressing reading in the content areas

These efforts resulted in substantial gains as measured by local and national achievement tests.

To improve student performance on the Basic Objectives Assessment Tests (BOAT), a battery of examinations designed by the district as a graduation requirement, review packets were developed and distributed to every Pinkston student each week. The packets contained sample questions and exercises designed to increase student proficiency in math, science, and social studies. As a result, students scoring at the 70th percentile or above increased from 49 percent in 1980 to 69 percent in 1981.

A second part of the program for improving the school's achievement levels involved preparing students for the nationally-normed Tests of Achievement and Proficiency (TAP). Due to the TAP's difficulty, the entire faculty had to take a hard look at the questioning strategies they had been using. Assisted by Teacher Corps staff, the reading department designed handouts emphasizing higher level questioning strategies and prepared sample paragraphs complete with TAP-like questions involving sequence, making predictions, drawing conclusions, and making inferences. In addition, Teacher Corps provided leadership to the faculty in developing two alternate forms of practice tests in math, science, social studies, and "locating sources of information." Titled the Practice Achievement Tests (PAT), these materials are similar to the TAP in format and content. These efforts proved successful as Pinkston's 1981 TAP scores improved markedly over those of the year before.

Another important component in the overall plan to improve basic skills involved promoting reading in the various content areas. This has always been

difficult since no one except the reading teacher seems to feel any responsibility for teaching reading. During 1980-81, the Teacher Corps Project provided a doctoral student in reading to work with math, science, and social studies teachers. This reading specialist's suggestions included such techniques as integrating the newspaper into content areas, utilizing SQ3R techniques, proposing ways of handling difficult vocabulary with low level readers, and using simple outlining as a teaching tool. Teachers welcomed this assistance since it quickly became obvious that the strategies being suggested yielded positive results in the classroom.

Teacher Corps has provided various other kinds of assistance to Pinkston High School since 1978. For example, our community council sponsored two project-wide school climate retreats for administrators, counselors, teachers, students, juvenile justice staff, and parents. These retreats have generated workable action plans for improving each school's learning environment. A school climate committee composed of administrators, teachers, and students has been organized at each school and has assumed a leadership position in working toward school improvement. These weekend conferences, combining healthy doses of hard work and enjoyable recreation, have brought educators, students, and community members closer together. They have also helped develop new, creative solutions to old problems. A very successful peer counseling program at Pinkston was a direct outgrowth of the first retreat. The peer counselors are elected by the student body. These students are trained by experts from the school district's Office of Student Services and the West Dallas Youth Clinic in such areas as problem-solving, decision-making, crisis intervention, conflict management, drug and alcohol abuse, pregnancy, and venereal disease. However, the group's most outstanding characteristic is its willingness to help others. The peer counselors have their own room during third period each Tuesday and Thursday during which time they counsel with students referred to them by teachers and administrators. These counselors attempt to help their fellow students see alternatives for solving a problem but they are careful when it comes to giving advice. They are keenly aware that confidentiality is very important in their work. This program, which was established by Pinkston's administration, faculty, and students with assistance from Teacher Corps, also provides tutoring after school on Mondays and before school on Tuesday.

Attendance, behavior in school, and learning as reflected in standardized test results are important indices of school effectiveness, (Brandt, 1981). By these and other measures, Pinkston High School has improved greatly in the last several years. The school's success is due to the *combination* of variables and intervention strategies described earlier. These strategies have been successful because they were consistent with what Doyle and Ponder (1977) refer to as the *Ethic of Practicality*. This means that administrators, counselors, and teachers ultimately responsible for implementing the intervention strategies became convinced that these approaches would work.

Indeed, they developed a sense of ownership in the process itself. This is an important lesson for anyone involved in school improvement activities.

View from Pinkston Annex

Pinkston Annex is a ninth grade center created by a federal desegregation court order. This school of approximately 500 students occupies a sprawling building which formerly housed an 1,800 student middle school. Since students attend for only one year, the school faces unique problems which seriously impact school learning climate. The scant nine month stint students spend there militates against their being able to identify with the school, its academic programs or extracurricular activities. As a result of the project-wide school climate retreats mentioned earlier, a committee composed of students, teachers, and administrators has tackled these problems. A peer counseling program has been organized similar to the one at Pinkston High. This program is sponsored by the social studies department and uses a citizenship education curriculum to foster pride in the school and community and respect for self and others. The peer counselors have also assisted in organizing a drill team to help foster school spirit.

In 1980, in response to the Dallas schools' new and more stringent student attendance policy, Pinkston Annex began a youth advocacy program designed to improve student attendance and academic achievement. Initially, Teacher Corps' interns worked with the school's registrar in identifying students with four to eight unexcused absences. Then school counselors and the interns counsel with the students to help solve any problem which may be contributing to their absenteeism. Program sponsors serve as advocates for students in the appeals hearings regarding their unexcused absences. In this way, the school is demonstrating its concern for these students. Although the youth advocacy

Pinkston's peer counselors.

Group works on improving school climate.

program has not been successful with all students it has attempted to reach, it has improved attendance and achievement among a sizable number of students who would have failed otherwise. The school's principal believes this program has great potential.

During the 1980-81 school year, Teacher Corps provided a reading specialist to assist the Annex's social studies, science, and English departments in improving student reading abilities. This specialist also helped teachers develop weekly packets of exercises designed to improve students' other basic skills. During 1981-82, Teacher Corps hired a curriculum specialist to assist English and reading teachers develop materials to improve student achievement and test-taking skills. In addition, the school's English, math, science, and social studies departments have used the Practice Achievement Tests (PAT) developed by Teacher Corps to help improve student performance on standardized tests. The principal, counselors, and teachers report that all these efforts have been helpful in improving basic skills at the Pinkston Annex.

Adamson Perspective

W.H. Adamson High School is located in the shadow of downtown Dallas and is housed in a seventy year old building which resembles a Norman fortress. The school's naturally integrated neighborhood results in a student body composed of almost equal numbers of black, brown, and white students.

During the past year, Adamson has made a concerted effort to improve school learning climate. During a Teacher Corps' sponsored retreat in 1981, a school climate committee composed of teachers, administrators, and students devised an action plan to address climate-related problems. Since then, the school has implemented a multifaceted program. Outstanding student academic achievement is recognized at periodic luncheons at school. Students who improve their academic performance receive free admission to school dances and are eligible for coupons good for free hamburgers at local outlets of a national fast food chain. The math department regularly conducts contests with the class winner being awarded a trophy to keep until the next contest. Winners' names are announced to the entire student body. The best works of fine arts students are displayed in a number of banks in the area. School pride and spirit are enhanced through successful competition by the football and basketball teams, Reserve Officer Training Corps (ROTC), and Leopardettes drill team. The student senate sponsors a "clean up week" to instill pride in the school's physical facilities and to stress individual student responsibility.

Adamson's dean of instruction and assistant principals have implemented an intervention program to remediate problems between students and teachers. The principal restructured the duties and responsibilities of the dean of instruction and assistant principals to maximize their contact with students in an effort to help students set realistic individual goals and learn appropriate behaviors.

A major effort has been made to improve faculty morale through improved communication and increased faculty involvement in decision-making. Once a month, a different academic department sponsors a faculty social before school complete with coffee and goodies to eat. Although attendance is optional, most of the faculty is delighted to come. On a quarterly basis, the school's administrators serve breakfast to those teachers with perfect attendance records. The area assistant superintendent and other administrators usually attend. In addition, the principal sends a letter of commendation downtown to be placed in each teacher's personnel file.

All of these efforts appear to be having a positive impact on school climate at Adamson. Student reaction has been quite positive. Student-teacher-administrator relations have improved. Particularly noteworthy is the camaraderie which has developed among the faculty, something which had been absent before.

Impact on North Texas State University

Involvement with a Teacher Corps Project has been a positive experience for the College of Education at North Texas State University. Many professors have been involved in providing inservice experiences to the staffs of the Dallas Independent School District, Dallas County Juvenile Department, and the

community council on-site in Dallas. This opportunity has allowed them to refresh their familiarity with real-world problems in the field thus revitalizing their classes back at the university.

A second positive impact which Teacher Corps has had on the university is in providing professional development activities for the faculty. A number of professors have attended conferences hosted by the Texas Teacher Corps Network in various parts of the state. In 1981, Teacher Corps funds were used to sponsor a symposium on urban education at NTSU. Designed primarily as an inservice activity to give our faculty more information about the current state of the art in public education in urban centers, our students as well as professors and students from nearby institutions were also invited to attend. After the symposium, our dean asked the planning committee to draft a policy for ongoing inservice education for faculty. Thus, the Teacher Corps-sponsored symposium actually became the vehicle for developing a far-reaching policy which will guide our professional development efforts for years to come. During 1982, a second major conference is being held primarily for our faculty which will focus on educating the handicapped.

To date, our Teacher Corps project and the Dallas Teacher Education Center Council have cosponsored three annual conferences on urban education in Dallas. Our target audience has been primarily teacher educators and preservice teachers from all area universities. The conference theme has always been some variation on "what is right with urban schools?" It also allows teacher education faculties and school district personnel to share perceptions concerning the future of education in big cities. Attendance at these meetings has been encouraging with the typical turnout being around 200-250 participants. Since we were aware from the start that Teacher Corps was a temporary system with a finite life space, the planning committee has worked to devise ways to continue this annual event after Teacher Corps ceases to exist. This has been done by gradually increasing the registration fees so that the conference eventually becomes self-supporting. The committee has also developed a sense of ownership in this activity thereby helping to insure that it will become institutionalized and will continue indefinitely.

Assistance from the Dallas County Juvenile Department

Historically, educators and juvenile justice professionals have viewed each other with misunderstanding, distrust, and sometimes disdain based primarily on inadequate information about each other. Teacher Corps has served as a vehicle for improving this relationship between two key agencies responsible for working with the same youngsters. The staff of both institutions have for the first time attended training sessions together and have had the chance to talk to each other about common problems. This has

increased understanding on both sides and has led to some creative solutions to longstanding problems.

One of the most beneficial forms of assistance from the Juvenile Department has been their cosponsorship with Teacher Corps of annual juvenile justice institutes designed especially for teachers, counselors, and administrators in our target schools. The week's activities usually consist of an overview of the entire juvenile justice system including intake procedures, placement division, first offenders program, and adolescent drug abuse. Participants observe hearings in juvenile court and visit several youth-serving agencies. They also tour the Dallas County Juvenile Department's Detention Center and spend an entire day "shadowing" a probation officer. The group spends one day at Letot Academy for Status Offenders. Needless to say, the juvenile justice seminar has greatly enhanced our target school educators' knowledge of the juvenile justice system and has helped foster greater understanding between school people and juvenile department staff.

Community Component

While a portion of our target area is lower-middle class, another portion represents one of the lowest socioeconomic sections of Dallas where apathy and distrust of public institutions are critical problems. In such situations, generating true community interest and involvement in a temporary system like Teacher Corps can be a monumental problem. However, we set about this task in 1978 by hosting two community barbecues to explain what we hoped to accomplish, enlist community support, and announce that a community-wide election would be held to elect a community council to provide input to project operation and to help govern the project. That election took place in early October, 1978 and the council elected a chairperson at its organizational meeting shortly thereafter. During the months that followed, the council participated in a variety of training activities designed to help them be more effective at providing community input to all aspects of project activity.

During the past four years, the community council has achieved parity with the school district, juvenile department, and university in the operation of our Teacher Corps project. The council has been ably represented on the policy board by both the individuals who have served as community council chairperson. Each took the job seriously and spoke up for the community's interest in all matters. This is not to say that the views of the council chairperson always prevailed in policy board deliberations alas, neither did the individual views of the other board members. For example, when the project was faced with a $50,000 budget cut imposed by Congress, the council chairperson recommended that the project director (a tenured university faculty member) be replaced by a new director to be hired from within the school district. His rationale was that such a move would save the project

several thousand dollars in salary. While agreeing that this action would save money, the rest of the policy board refused to go along indicating that the resulting interruption in project leadership halfway through the four year funding period could not be justified. The lesson here, of course, is that parity does not mean that one always gets one's way. Instead, parity means that each person has an equal voice and vote in all matters of interest to that person.

The community council has frequently led the way in recommending needed thrusts for the project. For example, they insisted that university professors who were scheduled to lead inservice activities for the project spend some time in the schools in advance of their sessions in order to get a better "feel" for the setting. The council also sponsored a retreat so that they could interact with these university professors and satisfy themselves that what the professors had planned for their inservice sessions was relevant. Three other project-wide retreats have been sponsored by the community council. One was for the purpose of planning Teacher Corps activities for the following year and the other two focused on developing site-specific action plans for improving the learning climate at each project school. The council also organized a "Youth Versus Society" Seminar attended by forty representatives of Dallas youth serving agencies. It has also sponsored two community education conferences to increase parental and community awareness of the services and resources available to assist youth with their problems. Small group sessions included topics such as:

- How to Find and Keep a Job
- Making Ends Meet on a Tight Budget
- Improving Your Parenting Skills
- Understanding Youth and Their Problems
- Preventing Drug Abuse

Each of the activities mentioned here has provided a forum for open, frank discussion of ways to improve the educational opportunities of troubled youth.

Since the council has its own budget, it has been able to sponsor adult education classes including such topics as:

- Parent Effectiveness Training
- Conversational Spanish
- Conversational English
- Selecting Your Governmental Candidate
- Auto Mechanics
- Radio and Television Repair
- Typing
- Garment Manufacturing
- Exercise and Physical Fitness
- Helping Your Child learn to Read

Panel addresses community concerns.

These classes provide a needed service to the community and give council members visibility with their constituents. The classes provide a very necessary link with community residents, many of whom do not have positive feelings about schools due largely to their own lack of success experiences there in the past. The council knows that if community residents can have good experiences in the schools through participation in evening classes, they are much more likely to be supportive of the schools' efforts to educate their youngsters. All decisions about what courses should be offered have been made by the community council. They decided to offer Conversational Spanish, for example, because there are many Spanish-speaking residents in our target area. The class is well attended by educators from our site schools and is thus providing a means to improve communication between the schools and community. Conversational English is offered for those community members wishing to learn English.

Our experience with shared governance of our Teacher Corps project has driven home once again something we have known intuitively for a long time: People are willing to participate in those things over which they view themselves having some control. In the example presented here, the community council has a budget which it can spend as it sees fit (in keeping with federal regulations, of course). In addition, the council knows that its chairperson has the same voice and vote in project governance as the school superintendent, juvenile department director, and university dean. The council also has the satisfaction of knowing that many of its recommendations for the project have been implemented. They feel a sense of ownership in the project and the successes it achieves. In a community where despair, hopelessness and apathy are problems of crisis proportions, we feel that our experiences with community involvement are remarkable.

Conclusion

In spite of budget reductions along the way and a project life of four years instead of the promised five, *our project has accomplished some remarkable things.* For example, there has been a marked *improvement in learning climate and basic skills* in our target schools. Many of the *materials developed* and piloted by the project are now being used in other high schools in Dallas. There is *greater respect and understanding between educators and juvenile justice professionals* today than when we started. *Community support for the schools has increased substantially. University professors have grown* through Teacher Corps-sponsored professional development activites. We have also demonstrated that *interagency collaboration is an effective way to improve the educational opportunities of troubled youth.* This kind of cooperation will be increasingly important in this age of dwindling resources and increased accountability. Finally, we have successfully institutionalized a number of practices and that is the best legacy any program can expect.

For additional information contact Richard L. Simms (see Authors p. iii).

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11 Vermont Youth Advocacy Teacher Corps Program

Harry L. Thompson

Introduction

The Vermont Teacher Corps Program was operational in four sites, the College of Education and Social Services at the University of Vermont, Burlington, VT; the Montpelier Public School System, Montpelier, VT; Montpelier Community Council and the Juvenile Service Project of the Agency for Human Services, Waterbury, VT.

Purposes of the Project

The Youth Advocacy program had the following *Continuing Objectives:*

1. Strengthen the educational opportunities made available to children in the areas having high concentrations of low-income families.
2. Encourage colleges and universities to broaden their programs of teacher preparation to include non-education personnel in human service delivery systems.
3. Encourage institutions of higher education and local education agencies to improve programs of training and retraining teachers, aides and other educational personnel collaboratively.

Subsumed under these continuing objectives were the following *Specific Objectives:*

1. To enhance the ability of site personnel and intervene with selected personnel on school related problems of troubled youth.
2. To enhance the ability of higher education personnel and social service personnel (concerned with pre-and-in-service training) to assist other professionals in providing services to troubled youth.

3. To develop, collect and disseminate information and strategies useful to the improvement of educational opportunities for troubled youth.
4. To expand and improve curricular offerings for troubled youth.
5. To enhance the coordination of educational and social services among schools and other agencies serving troubled youth.

Pursuant to these objectives an exemplary Education Personnel Development System (EPDS) was designed and implemented to provide the special skills needed by persons teaching troubled youth in residential care in the following ways:

1. Help legitimize education programs in group homes by providing the necessary qualifications to teaching staff so that recognised educational programs can be offered to youth unable to attend public school because of academic, behavioral, social and other problems.
2. Facilitate collaboration between group homes, schools, department of education and state agencies.
3. See that a support system can be developed for the participants in training during and after their taking part in the program.
4. Change the attitudes of service providers and others who interact with youth from low-income families.

The major function of the EPDS was to identify existing learning opportunities which combine several training approaches: informational, personalistic and social interaction. The focus was on providing learning opportunities which stress active learning on the part of the participant in preparing, implementing, and evaluating intervention programs that were effective for youth from low-income families. Active learning and differentiated training options were identified as important aspects of successful inservice and preservice training programs.

Structure of EPDS

The structure of the EPDS was based on multiagency representation. Membership was made up of:

a) The training officer of Vermont Social Rehabilitation Services and his appointed caseworkers, staff, and group home personnel
b) The Inservice Committee of the Montpelier School System
c) The Inservice Committee of the College of Education and Social Services
d) The Community Coordinator
e) Ex-officio, the Director of Teacher Corps and staff

This group collaborated to develop, implement and evaluate training content appropriate to serving the unique needs of youth from low-income

families; to identify selected personnal as the "training pool" to receive the training content; to provide appropriate incentives, motivation and recognition for those who successfully improve services; to deliver training options which encourage personnel from these multiple agencies to learn together, represent the personnel and professional needs of those being trained, combine the expertise of campus and field based professionals, and finally to identify and ameliorate barriers which hinder the implementation of the personnel development system.

Successful management and implementation of such a comprehensive multi-agency personnel development system required that the participant agencies develop a *conceptual base* with appropriate policies established in each agency. Further there had to be an identified and *reality based system of rewards* and *recognition* along with *support* for personnel in each related agency to participate in both training and delivery of training. No less important was the need for there to be within each agency a means for funding agreed upon activities.

Partnerships between and within agencies had to be developed to provide an appropriate and relevant array of training options to meet the varied needs of staff. Finally there should be a mechanism to enable the system to be internally responsive to a) ensure that "best practices" are diffused throughout the agencies and b) create internal pressures and incentives for building new capacities.

Six problems were recurring:

1. Staff turnover in Juvenile Services.
2. Cutbacks in Federal/State/Local funds.
3. Agency competition for scarce resources.
4. Turf issues.
5. Time/Distance problems in Rural state.
6. Low (level of) quantity and quality of Communication between Schools and Social Services.

Outcomes

The Program succeeded in:

1. Enhancing the quantity and quality of communication among chief decisionmakers in participating agencies.
2. Certified Group Home personnel as teachers.
3. Developng Special Education expertise and certification for Group Home personnel.
4. Enhancing counseling to troubled youth.
5. Providing administrative skills for Group Home staff.

Surveys indicated that training had addressed:

1. Family intervention techniques.
2. Strategies for networking with schools.
3. Residential treatment model options.
4. Counseling skills.
5. Adolescent psychology courses were most preferred and were reported as being most beneficial.

Youth Advocate

An unexpected outcome of the collaborative Youth Advocacy Program was the development of a Youth Advocate function at the Montpelier School site.

An interesting outgrowth of the EPDS was the realization that, although the training provided for teachers, social workers and others was beneficial and appropriate, there was still an area of need for youth that could not adequately be met by the various existing roles. It was decided that this area of need would best be served by a Youth Advocate.

Historically, the need for the position (role) of Youth Advocate was first realized in 1979, when the Montpelier Community Council discussed the school's reluctance to accept assistance from community resources. The thought was that the Youth Advocate could be the liaison between the school and community resources. Three years of discussion finally materialized the services that are presently being offered.

The mission of the Youth Advocate, as a link and a resource, is to positively affect persons, attitudes, conditions that are suspected of interfering with student's psycho-socio-educational development and promoting successful experiences.

Students to be worked with by the Youth Advocate are identified and recommended by school personnel on the basis of the student's truancy, unmanagability in the classroom setting, failing class subjects, substance abuse and other "disturbing behavior" that suggests a need for intervention. Priority for assignment to the Youth Advocate is given to students K-12, not presently involved with other service providers; are reluctant to obtain formal services; are not in need of immediate attention from the Department of Social and Rehabilitative Services for neglect, substance abuse, unmanagability and/or chronic truancy.

After initial assessment, the Youth Advocate contacts the referral source and a collaborative plan for intervention is designed. This plan is registered with a treatment plan both of which are approved by the appropriate administrators.

The Youth Advocate is ultimately accountable to the Montpelier Community Council, the Superintendent of Schools and the Director of Teacher Corps.

Summary

The Youth Advocate experience gained from collaborative effort will in the future instruct the design of pre-and-in-service training and assist in determining ways in which EPDS can be more effective. This project, a collaborative effort, appeared to have achieved its goals for impacting aid to troubled youth. Its legacy will continue to unfold as the role of the Youth Advocate evolves.

For additional information contact Harry Thompson (see Authors p. iii).

12 A Youth Advocacy Case Study

Alan H. Cooper
Kathryn Maddox

Introduction

The Kanawha County/West Virginia University Youth Advocacy Teacher Corps Project is in a unique position to demonstrate the principles of youth advocacy in a school district. The presence of a youth advocacy center, and its position as a project site school, provide a working model of the major tenets of youth advocacy. These tenets are cited here as individualized instruction, counseling, and enhanced attitudes toward self, school, and community. This chapter will examine these principles as they are instituted in various ways into programs for troubled youth. *Four examples are offered: an in-school suspension program; use of microcomputers; awareness and use of community youth-serving agencies; and staff development activities.* Several issues are embodied in these examples, such as diagnostic/prescriptive teaching, education which is multicultural and multicultural awareness, availability of support personnel, and humanistic treatment of problems. These are the themes which occur repeatedly in the examples. The effect of the project's programs are summarized with empirical data from survey instruments. While greatly condensed, the data point out positive change that has occurred, and where change has appeared. The conclusion is that *the project has made a distinct difference in the schools.*

The project would expect administrators and teachers to benefit from its work. Also, youth agencies may note in their own situations how this project has brought similar agencies together in collaboration.

The project serves two schools and one youth center. Roosevelt Junior High School is an inner-city school situated near the state capitol. Stonewall Jackson High School is in a more suburban setting but serves public housing projects as well. In both schools, minorities comprise about one-third of the student population. This is a higher percentage than the state minority average of c.5%. In response to court mandates on the individualization of educational opportunities, Kanawha County, in 1978, opened the Cabell

Youth Advocacy Center, now called Cabell Alternative School (CAS). CAS, part of the county school system, is a last hope or last resort for students who are unable to function within a normal school environment. The courts also send juvenile offenders to the school. This site is the focus of youth advocacy activities.

CAS enrolls students after they are found to be unable to work in their regular school. The candidates are screened by the Exceptional Children and Pupil Services Department of the county school system, and, if acceptable, are bused to the CAS daily. The curriculum is individualized with emphasis on vocational training. Students are matched with curriculum subjects using the county criterion reference and other placement tests. A primary feature of the curriculum is counseling, through which students are enabled to work their way back into the regular school system, or into a job. Besides training, then, proper attitudes for personal interactions and for job success are stressed. The program has demonstrated its success in the number of students who, although able, do not wish to return to their regular school but prefer to remain at the CAS. For the first time, possibly, they have experienced acceptance and personal success.

The project has developed programs to enhance the work of CAS, but has also extended its range of activities to include the two regular schools. In these, *attention has centered on improving student attitudes toward school, providing teachers with counseling techniques, and offering instructional options to enhance individualized instruction.* CAS then, has become the impetus for developing these programs and adapting them to the regular schools. Four principle program components of intervention will be outlined in this chapter.

Program Components

In-School Suspension Program

There is wide-spread opinion that suspending students from school for various infractions of the rules serves no useful purpose. Suspension of this form hinders the students' chances to do their school work, and presents the apparent idea that one receives a vacation for wrong-doing. In order to amend this procedure, the project piloted an in-school suspension program. The program consists of an Alternative Learning Center (ALC) which is used for all students who would have been suspended. Briefly, the program works in this way. Upon the recommendation of a teacher or principal, a student is assigned to the ALC after a parent and student conference with school officials. Students sign an agreement to abide by the rules of the ALC. They must, in a sense, earn their way back into the regular program. The rules must be obeyed, since any infractions will lengthen the stay in the ALC, while exemplary behavior may shorten it. Given the choice, 98% of the students

elected to stay in the ALC rather than leave school for the duration. The usual term is five days.

In the ALC, students work at their regular assignments provided daily by their regular teachers. A monitor-teacher provides some help. The students may not talk to others in the room, and are as isolated as can be arranged from the rest of the student population. This isolation includes extra-curricular activities. While in the ALC, students are counseled about their conduct, and have time to reflect on their behavior and hopefully resolve to improve. The counseling aspect strives to locate the root cause of the problems and to remedy it, without subjecting the student to further punishment of missed school work.

The ALC is a small classroom watched by teachers who volunteer for the job. The success rate of the ALC can be seen in the fact that out-of-school suspensions have been reduced by 90%, with only 5% of the students as repeaters in the center. Most are sufficiently convinced that the ALC is not a place to which they want to return, and consequently are less disruptive than prior to time spent in the ALC.

Teachers have been positive about the ALC. Of four options for suspension, ALC, other in-school suspensions, alternative school, and out-of-school suspensions, the ALC is their first choice. Besides being accepted in the project schools, the ALC concept has spread to each of the twenty-one junior and ten of the senior high schools in the county, with most patterned after the project's prototype.

Another aspect of this program combines the ALC with the project's thrust in microcomputer usage. The record keeping for ALC students was rendered less burdensome and voluminous by using a computer program for management of the system. As it turned out, the idea of computers helping in record keeping has spread throughout the site schools.

The individualized instruction and counseling of the ALC promotes more positive attitudes about the school and the student's place in it. The ALC represents a positive force in the redirecting of student energy to a more acceptable form, while showing the students that the school does care for them and wants to provide opportunities for them to think about themselves and their conduct, while not inhibiting their academic progress.

Microcomputers

At first glance, the thought of an impersonal machine being used for motivational and attitudinal remediation, and achievement help as well, is hardly inspiring. However, *the project has found that the combination of microcomputers with individualized, diagnostic/prescriptive teaching has resulted in enhanced student attitudes toward math.* In one sense, we are aided by the flood of computer and computer-like instruments currently on the market. Such genra as computer games helps in our effort.

The microcomputer use in our district is project inspired and initiated. Two major experimental studies have been carried out on the use of microcomputers, and a wide range of inservice activities have been offered to teachers on the preparation of software in various subject areas. Another use has been the record keeping mentioned above. Various studies have been initiated on microcomputer use. These studies will be summarized.

The first study centered on the use of computers in regular math classes. Students used the machines two twenty-minute periods per week. It was discovered that attitudinal change was promoted by having a Teacher Corps intern available to help with start-up of the machines and other procedural matters, such as bringing students to the media center. The largest positive attitude change was found for the groups with interns, while those without showed a negative attitude change. The machines, then, need a human counterpart to help with simple directions. Once the burden of knowing how the computer operates is relieved, the students enthusiastically tackle the problems presented on the program. These programs are designed to reinforce success which aids again in positive attitude change.

The second study involving microcomputers focused on the diagnostic/prescriptive mathematics laboratory. The lab was constructed to help students who were deficient in one or more basic math abilities as measured by the county minimal competency tests. The results from the lab, among other measurements, showed a distinct attitudinal change among students. Observational evidence on these changes showed that students were positive about such remedial programs, about individualized instruction, and about the lack of a stigma attached to math lab participants. The lab was open for other student to use at lunch time and after school. The students complained only that they wished for more time in the lab.

These examples show how microcomputers may be placed into the school curriculum. They enhance student achievement and attitudes, if there is some procedural help available. The individualized, personal, and directed study, for specific needs, does inspire positive attitudes about math.

Much more may be said about the project's programs in microcomputers. Students and teachers, including some at the CAS, have written programs for remediation. The uses of computers are explained in programming classes, in computer science classes, in other classes, and in clubs. The distribution of machinery, six at Stonewall, two at Roosevelt, and one in the CAS, ensures that students will have opportunities to work with them. A final outcome of the use of computers is a planned computer camp. This camp, scheduled for June, 1982, will be state-wide, and the first such camp in the state.

The spread of microcomputers and the lessons learned from their usage is analogous to the procedure in evidence in the CAS. Individualized and personal program heighten student attitudes. ***The novelty of computer use is a great motivational factor.*** The only caveat we would cite is the continued need for the human touch, especially to ensure proper machine functioning.

D. Swartz and students at Cabell Alternative School.

Community Resources

The Cabell program emphasizes counseling for its charges, and the ALC does the same within a more regular school environment. However, there are other sources of help for teachers and parents of troubled youth. A job of the project, then, has been *to increase awareness of the agencies and services available.*

A telecommunications conference sponsored by the Youth Advocacy LOOP helped to establish a network of such agencies. This enabled several agencies with similar functions to join together, meet the leadership, and learn what each other offers. The conference was of great benefit in creating interagency awareness, and in prompting increased coordination and less duplication of services.

A necessary second step to this promotion of awareness was the provision of opportunities for those who work with youth directly to see available support services. Teachers and parents especially were considered. To enhance awareness, a week-long workshop, "Focus on Working Positively with Troubled Youth", was sponsored by the project staff, CAS counselors and teachers, youth-serving agencies, and a consultant, Dr. Michael Yura of West Virginia University. After a weekend session on the use of logical

consequences as a discipline technique, Dr. Yura offered suggestions on the topics which might be developed for the rest of the workshop. The result was a session devoted to mastery teaching and learning, which emphasizes the individual's pursuit of excellence and assured success, and a session on counseling where participants saw a videotape of a student who expressed many traits common to teenagers. Further sessions included questioning of three students from the CAS of their perception of the problems in regular schools; small group work on techniques found successful in handling disruptive classroom behaviors, and an opportunity to meet representatives of youth serving agencies. These agencies include: the school social workers; the state welfare department; Turning Point (A crisis foster care facility); Multi-Cap (an agency serving the "hard-core" dropout); Patchwork (a shelter and counseling center for runaways); Checkpoint (a counseling agency which works through the community); and the juvenile court system. After introductions, participants in small groups accompanied representatives of these agencies on their routine work for an afternoon. This provided first-hand information on the services offered. The follow-up session was discussion on these site visits. The workshops concluded with further talks by Dr. Yura on counseling techniques and on studies on the behavior of troubled youth.

Parents and teachers were thus exposed to the help available. The project Community Council immediately began preparations for a follow-up to include more techniques and hopefully to bring in more parents and community residents.

The project has offered other workshops which enlisted the aid of these agencies. At CAS representatives of Patchwork presented a method to plan interventions with troubled youth. The plan included the agency most suitable to carry out separate parts. They also presented games which were useful in building trust and relieving frustration. Participants included project staff, teachers, the school district Office of Exceptional Children, the Probation Department, and the state welfare office.

Another workshop centered on communication. The project Community Council and the Cabell staff, among others, heard talks on the development of self-awareness, the development of awareness of support agencies, and the recognition of skills needed in effective communication.

Through these efforts, the project called attention to the help which was available. The experiences of the CAS staff have been particularly useful in promoting the awareness, as well as techniques for handling troubled youth. We see again the reliance on individual treatment, counseling, and developing of positive attitudes through these means.

Staff Development

The primary thrust of the project's youth advocacy work has been in fostering the abilities of teachers in promoting positive student attitudes toward their environment. We may examine the workshops and courses offered for their relevance to the tenets of individualized instruction, counseling techniques, and thus of attitude elevation. The courses or workshops offered include those mentioned already.

The individualization of instruction through microcomputers has been a primary thrust of the project. Twenty-two teachers participated in a workshop in the use of computers. Instruction was given in machine operation and programming. A major outcome was the development of software in math, with other programs written on other subject areas. Another workshop followed this with teachers writing programs in specific subject areas, including language arts, math, science, and social studies. A further outcome was the development of a computer program for record keeping. Following this, the project offered a course on computers to the community, where the educational aspects of computer use were presented.

The project then sponsored a state-wide conference on microcomputers. The conference was held at West Virginia University and included representatives of several school districts and colleges. The sessions of the conference demonstrated computer usages in curriculum, administration, statistics, and games for instruction. Over one hundred teachers, principals, and project staff attended.

A final workshop was conducted by the computer company to update the training manual and to help with the creation of more programs. The use of computers has spread around the district, and other training sessions are being offered. Especially important are those connected to the math lab and its spin-off, Revolving Door, which will be discussed below.

The individualization aspect of the project and the counseling aspect combine in the emphasis given to education which is multicultural. The rationale for this emphasis is fairly obvious. Students from various cultural affiliations must be treated according to the norms of their culture, or their parents' culture. The project believed, as Teacher Corps says, that *individuals must be met on their own terms,* at least to start. Multicultural awareness is thus a necessity, and several courses and workshops have been offered in this area.

The project offered a graduate class on this topic. Twenty teachers participated, and worked at developing materials on the various local ethnic groups in the area, of which there are several. Speakers also provided further information on ethnicity and on incorporating multicultural awareness in classes. To further present the concepts of this awareness, the project and the school district sponsored a workshop on this theme as part of the inservice given prior to school opening. Over four thousand district employees, administrators, teachers, and auxiliary personnel such as drivers and cooks,

attended the conference which has become an annual offering and has been spread to other districts in the state.

A further demonstration of the project's multicultural emphasis has been the production of slide and videotapes on ethnic and multicultural groups in the state. A series of nine slide-tapes present aspects of Appalachian culture, and a videotape centers on Blacks in Appalachia. All of these were written and produced by the project. They are available for other schools to use to heighten awarness of the ethnic groups in the state.

Several smaller workshops have been offered particularly to departments in schools by the university subject specialists. Some examples are: a plan by science teachers to individualize their materials according to reading level through "mapping" text chapters to emphasize key words and concepts; a free-reading program, based on Daliel N. Fader's 1968 *Hooked on Books,* in English classes where students may select paperbacks geared to their reading level; a graduate course on the teaching of reading within content areas; and a social studies program to acquaint teachers with materials which are locally available. All of these show the emphasis on individual differences of students and recognition of their cultural and academic diversity.

Kathy Maddox, Project Director.

Special students need special consideration in classes. As another part of the individualization and counseling aspects of the project, several workshops and courses were sponsored on the handling of these students. A workshop was held on the skills which teachers need to adapt their texts, tests, and other material to students with physical or emotional problems. Numerous handouts allowed for direct application of these skills. A follow-up conference at the university continued this practice, using small groups of teachers to examine problem situations and possible remedies.

The final example of the thrusts of the project in staff development was the math lab and its spin-off, Revolving Door. We have already noted the

individualized treatment of math deficiencies in the lab, where students were tested and given opportunities, through group and individual work on computers, digitors, and games, to remedy their problems. The elevation of attitudes evident in this work has been noted from student comments. The Revolving Door concept emerged from the success of the math lab. It was an extension of the lab procedure, in that students volunteer or are referred by teachers to come to the lab to remedy deficiencies in basis skill areas. This included special students. There is also the capcity for students to use the lab for special projects, such as computer programming. A noticeable quality of this program was the lack of any stigma attached to use of the lab, since students freely used the facilities rather than be forced to do so.

This synopsis of the project's programs in staff development showed the amount of energy expended on acquainting all teachers with the concepts exemplified by CAS. However much the project wanted teachers to use new procedures, there needs to be some verification of the effects of such retraining. This more empirical evidence follows.

Empirical Data on Program Thrusts

The change of teacher abilities and opinions concerning the individualization, counseling, and attitude elevation is partially susceptible to statistical analysis. Two sources of data were used: the project Needs Assessment where teachers rate their abilities on items, and a school climate survey where teachers give their perceptions of certain features in school functioning. It should be mentioned that these surveys concerned the junior and senior high schools only. The CAS was the model for much of the project's programs, and, while change has occurred at the CAS, it is in the larger realm of regular schools that positive attitude change will be most needed.

The thirty-one items of the Needs Assessment closely relate to the thrusts of the youth advocacy portion of the project. A copy of the instrument is attached at the conclusion of this chapter. The items from this instrument detail the thrusts of the project. The analysis of effects was carried out using a repeated measures ANOVA on the items, from the responses of teachers who completed the form over the past three years. Tables 1 and 2 show the three year comparison of ability levels, not priority, for the items. The tables are read in the following way: Year refers to the project year; F is the F-ratio, given for items showing significant change, or in parentheses those items which were close to significance; Years shows between which years the change was significant; and + /- refers to the direction of change. Items had a range of 1 - 4 on ability level.

The tables show that there was significant change for six items at Roosevelt, and six items at Stonewall. The items for Roosevelt are: plan for instruction; provide alternative strategies for potential dropouts; use microcomputers for CAI; teach in teams; identify volunteers; and develop

Table 1

Roosevelt Junior High School
Needs Assessment
Three Year Comparison of
Teacher's Self-Rating Ability Levels

(N = 13)

Item	Year 1	2	3	F	Years	+/-
1	3.69	3.38	3.77	4.43**	2-3	+
3	3.31	3.38	3.23			
5	3.08	2.92	3.23			
7	2.92	3.08	3.08			
9	3.00	2.77	2.92			
11	3.00	3.08	3.08			
13	2.77	2.69	3.00			
15	3.31	3.23	3.38			
17	2.23	2.62	2.54			
19	2.00	2.54	2.54	2.63*	1-2/3	+
21	2.85	2.85	3.00			
23	3.23	3.31	3.31			
25	1.08	1.62	2.00	5.13***	1-3	+
27	3.23	3.23	3.46			
29	3.31	3.38	3.62			
31	2.08	2.38	2.92	2.70*	1-3	+
33	2.08	2.23	2.46			
35	2.15	2.46	2.54	(2.35)	(1-3)	(+)
37	2.08	2.46	2.31	3.77**	1-2	+
39	2.00	2.31	2.38			
41	2.00	2.31	2.62	3.08*	1-3	+
43	2.15	2.23	2.15			
45	3.31	3.23	3.38			
49	2.85	2.85	2.69			
51	2.38	2.54	2.54			
53	3.23	3.15	3.38			
57	1.85	2.23	2.23			
59	2.15	2.46	2.54			
63	3.00	3.00	3.31			
65	3.08	3.15	3.38			
67	2.69	2.92	3.15	(2.46)	(1-3)	(+)

*p < .10 **p < .05

Table 2

Stonewall Jackson High School
Needs Assessment
Three Year Comparison of
Teacher's Self-Rating Ability Levels

(N = 20)

Item	Year 1	2	3	F	Years	+/-
1	3.75	3.80	3.65			
3	3.05	3.25	3.15			
5	3.20	3.05	3.15			
7	2.60	2.80	3.25	10.09***	1-3	+
9	2.60	2.70	2.90			
11	3.00	3.00	2.95			
13	2.80	2.90	3.00			
15	3.15	2.70	3.30	2.95*	2-3	+
17	2.40	2.30	2.45			
19	2.50	2.55	2.65			
21	2.80	2.90	3.10			
23	3.00	3.25	3.25			
25	1.50	1.90	1.50	(2.18)	(1-2) (2-3)	(+) (-)
27	3.25	3.15	3.30			
29	3.65	3.70	3.70			
31	2.15	2.30	2.05			
33	2.35	2.80	2.95	4.43**	1-3 (1-2)	+ (+)
35	2.20	2.90	2.90	9.34***	1-2/3	+
37	1.90	2.25	2.15			
39	2.05	2.30	2.40			
41	2.20	2.50	2.25			
43	2.05	2.25	2.40			
45	3.35	3.45	3.40			
49	3.25	3.30	2.90	(1.98)	(2-3)	(-)
51	2.85	3.05	3.00			
53	3.10	3.15	3.10			
57	2.10	2.30	1.50	4.63*	2-3 (1-3)	- (-)
59	2.20	2.30	1.70	(2.27)	(2-3)	(-)
63	3.15	3.05	3.25			
65	3.25	3.25	3.45			
67	2.20	2.90	2.45	5.86***	1-2	+

***p < .01

multicultural activities. The items for Stonewall are; provide high interest strategies for underachievers; instruct students from diverse cultural backgrounds; identify outside resources to supplement programs; use these outside resources in classes; train volunteers as tutors; and teach reading.

Several of these items, and those close to significance, show the effect of the programs discussed above. Considering that these results are for the entire faculty and represent a cross-section of departments, and that some teachers chose not to participate in workshops or courses, the results are positive and point out that the project has made a difference in these areas. It might be mentioned that in both schools, teachers showed a significantly higher ability level over the entire instrument over the three year period.

The teacher school climate survey gives similar results. The survey is quite long and the results can only be summarized. The Needs Assessment is more precise in indicating the effects of programs, being a direct measure of ability rather than an indirect look at perceptions. Analysis of the item mean scores on the climate survey showed, for Roosevelt, 72% of the items had a positive change, 22% were negative, and 6% were unchanged. For Stonewall, 47% showed positive change, 42% negative, and 11% were unchanged. Some of the items showing negative change include those where such change is desirable, such as the opting for the ALC over other types of suspension. There is, however, a difference in the schools in the speed of change or the acceptance of innovation, indicative perhaps of the differing orientations of the two groups.

A general statement of the effect of the project's interventions is that *the project has made a difference in several areas relating to individualizing instruction, counseling, and enhancing attitudes. It has brought about positive change in how teachers treat students with respect for their culture and abilities, and how they try to meet the needs of students as individuals.*

Summary

The project has taken its youth advocacy focus and extended it to include most of the program offered. While there are other aspects to the project which have not been mentioned, it is nevertheless obvious that much has been accomplished. *The thrusts include individualization, counseling, and attitude change,* and have evolved from the work of the Cabell Alternative School. Amplifying the alternative school program has been one feature of the project, while using the expertise from Cabell has enabled the project to spread youth advocacy to the site schools and, in some cases, to the state.

Individualized instruction has been aided through diagnostic/prescriptive teaching and through microcomputers. Counseling is seen in the course offerings on working positively with special students and particularly on multicultural issues. The in-school suspension program (ALC) furthers this

individual treatment of problems, whether academic or behavioral. In both areas, staff development has been the principal vehicle for spread of relevant concepts. Enhanced attitudes about school are a desired outcome. The project assumes that teacher behaviors and school attitudes are closely related. Thus, the amount of significant change in these behaviors, and on the climate as a whole, would bode well for a general elevation of attitudes about the school.

Relying on observational and statistical data, the project can say that it has made a difference, that much more support is given to students as individuals, that more teachers and parents are aware of support groups, and that the programs mentioned have an excellent chance of success when applied elsewhere.

The implications of the project's work are several. Demonstrable and humanistic change has been produced. What has emerged from the work so far is a clear understanding that students, even those whose behavior is problematic, respond to treatment, if that treatment is centered upon them and not upon an obscure version of "normality." Cultural differences, varied ability levels, and the need to see things as students see them all are necessary concepts when one discusses youth advocacy. In several of these areas, this project has shown ways to present youth-serving options into the regular school environment.

For additional information contact Kathryn Maddox (see Authors p. iii).

KANAWHA COUNTY/WEST VIRGINIA UNIVERSITY
TEACHER CORPS NEEDS ASSESSMENT
FOR
TEACHER AND DEPARTMENTS IN PROJECT SCHOOLS

Directions: Please check (1) ability level and (2) the priority level you think should be given each item.

How do you feel about your ability to:	(1) ABILITY LEVEL None	Little	Average	Above Average	(2) PRIORITY LEVEL Low	Medium	High
1. Plan and prepare for instruction?							
3. Plan instruction to meet needs of individual students?							
5. Make provisions for students with varying interests and ability levels?							
7. Provide high interest teaching strategies to low or under achieving students?							
9. Work with exceptional children mainstreamed in the classroom?							
11. Work with the underachiever?							
13. Instruct through effective use of media (ITV, AV, newspapers, periodicals)?							
15. Instruct students from diverse cultural backgrounds?							
17. Ascertain the needs of potential dropouts and youth offenders?							
19. Provide alternative teaching methods to meet the needs of potential dropouts and youth offenders?							
21. Meet the needs of the gifted?							
23. Diagnose and prescribe appropriate class material and instruction according to student's level of performance?							
25. Use computers for computer assisted instruction in the classroom?							
27. Motivate students?							
29. Deal with discipline problems in the classroom?							
31. Plan and teach in teams?							

Other needs - please list.

33. Identify community resources and agencies to supplement school programs?							
35. Use these resources and agencies?							
37. Identify volunteers?							
39. Use volunteers?							
41. Develop school-community multicultural activities which will encourage tolerance and appreciation of cultural differences?							
43. Expand cooperative programs between students and business community (vocational, et cetera)?							
45. Communicate effectively with parents?							

Other needs - please list.

Assist students in choosing specific electives according to their capabilities?							
Provide for career-awareness instruction?							
Deal with personal problems of students?							

Other counseling needs - please list.

Train volunteers as tutors?							
Train students for peer tutoring?							

Other tutoring needs - please list.

Appraise your performance based upon student gains?							
Improve student attitude toward self, school and community?							
Teach reading in your content area (secondary level)?							

Rank by number the five most important items from the list above.
1.____ 2.____ 3.____ 4.____ 5.____

List by number the three least important items from the list above.
1.____ 2.____ 3.____ 4.____ 5.____

SECTION III

SUMMARY & CONCLUSIONS

13 Impact and New Directions in Youth Advocacy

Jacqueline Lougheed

Teacher Corps since its 1965 enabling legislation has addressed the educational needs of low income students. Over the years this original intent came to include a very special group of young people who are the alienated, disenfranchised, disruptive and delinquent. This special focus has been the purview of Youth Advocacy projects. This book has focused on these projects and their accomplishments and on the perceptions held by the Directors of Youth Advocacy projects.

The accomplishments and impact of these projects has been described in the two preceding sections. In general, accomplishments and impact have clustered in several areas. These include: the use of new technology; collaboration and interagency linkages; programs and change strategies at the university; programs, training and involvement activities in the community; and new programs, strategies and research in the schools.

The utilization of new technology in the projects has included several very interesting and innovative approaches. Microcomputers have been used for instruction and data has been provided which validates the use of this technology with young people in trouble. Microcomputers have also been successfully used in program management. Closed circuit television has been utilized in instruction as well as video and audio tapes especially in volunteer training and staff development activities. Perhaps the most innovative technique employed by the Youth Advocacy projects was the satellite telecommunications conferencing capacity tested in 1979. This technique linked all ten Youth Advocacy projects for a conference on interagency cooperation.

Other interagency cooperation activities described by projects included several variations of statewide networks in which juvenile justice, law enforcement, schools, universities, agencies, state departments of corrections and social services and community groups joined together. Several additional descriptions have been given of local consortia combining and linking youth serving agencies, juvenile justice, law enforcement, and schools, universities and communities to develop, implement and evaluate programs for young people in trouble.

At the universities several projects have implemented new programs in teacher education. In one instance, focus areas in Youth Advocacy have been instituted at both the graduate and undergraduate levels. A model of shared decision making and collaborative planning for institutional change in higher education has been developed and is described. In addition, there are a growing number of universities that, because of their projects, have demonstrated their ability and commitment to become more involved with schools and agencies especially in collaborative planning and implementation of programs. This represents a significant change over time in attitudes and behaviors. The increase in investigation and cooperative data collection in itself demonstrates a new approach by theoreticians and practitioners as they cooperatively study what works, why it works and the degree to which it works.

In the community, various school/agency/community consortia have initiated new delinquency prevention programs at several project sites. Community people have been trained as volunteers. Others have served on governance boards and on other decision making groups. After-care programs for alcohol and substance abusers have been instituted. Courses have been offered to the community in a wide variety of areas including high school completion, parenting, resource identification and utilization, homemaking, helping student with schoolwork, and ways for people to get involved in the schools, in community groups and in decision making in general.

Most project accomplishments and impact have been in local schools, agencies and juvenile justice facilities. Programs of prevention, intervention and reintegration have been developed and implemented including alternative education, in-school suspension, education that is multicultural, teaching and learning style matching, basic skills, study habits, motivation, leadership, career development, parenting, personal development, drug and substance abuse, vocational education, real experiences curriculum, school climate changes, dropout prevention, and remediation. Specific strategies have focused on oral language, mastery learning, youth participation, student initiated activities, new roles for youth in governance and decision making, classroom management, diagnostic/prescriptive teaching, decision making as self-investment, reality therapy, adolescent study teams, peer counseling, peer tutoring, individualizing instruction, time on task, test taking skills, outside reading and action research. Action research studies have centered around needs and program assessment, climate, relationship of learning disabilities and delinquency, testing the viability of participation in activity generation and decision making as a strategy for changing attitudes and behavior, and the effectiveness of the various programs and strategies listed above. Professional development activities for the most part have focused on the programs, strategies and research efforts listed above. Hundreds of thousands of hours of workshops, training sessions and course work have been provided to teachers, administrators and staff in the schools, agencies, and juvenile facilities. In addition, training has been provided to volunteers, para professionals and parents.

This listing of project accomplishments and impacts is in no way intended to catalogue all Youth Advocacy efforts, however, it does sserve to illustrate the variety and extensiveness of project efforts. It represents a rich array of responses to needs, interests and strengths of troubled youth. The various efforts in each area, for the most part, are based on strong theoretical formulations and research and have in turn generated new formulations and research focusing on troubled youth. Data presented gives direction to the effectiveness of various intervention strategies, program designs, and the viability and utility of various technologies. New delivery and management systems and the creation of new staff positions have also been described in the various project chapters.

One of the most exciting and innovative accomplishments of the group of ten Youth Advocacy Teacher Corps projects was the negotiated interagency agreement between the projects and the Office of Juvenile Justice Delinquency Prevention (OJJDP) in 1976. As a result of the agreement, amendments were attached to the ten existing projects to study student disruptive behavior and negative concommitant attitudes of adults toward disruptive youth in schools and institutions. This particular effort became part of the national "School Initiative Study" sponsored by OJJDP. The total study, including a substance abuse component, was designed to provide an information base and test strategies for reducing crime and disruptive behavior in schools.

Several major accomplishments resulted from this study. Perhaps of greatest impact was the fact that hundreds of young people across this country were given special help. In turn they invested their time and talents to initiate activities and programs that helped not only themselves but hundreds of thousands of other young people, senior citizens, and those in schools, agencies and communities. Teachers gained new insights and teaching skills. Universities, schools, agencies and institutions were swept with a fresh look at what can be accomplished when young people are involved in activity generation and decision making.

In addition, this two year study increased awareness of school disruption, crime and violence. Through climate studies it showed the disparity of perceptions held by adults and young people of the world they shared. Professional development activities were provided to staff and they became partners with young people in bringing about change. In many instances this resulted in interagency cooperation between the universities, schools, youth serving agencies, courts, law enforcement personnel and the communities. It was a productive, exciting program with significance not only within the context of the study but as it expanded commitment to Youth Advocacy.

Underlying all Teacher Corps Youth Advocacy efforts is a very clear, consistent statement about the rights of young people in trouble to more appropriate and effective programs in education, remediation, and treatment. Youth Advocacy efforts have been based on this belief.

Throughout this book, there has been a demonstration that new programs and intervention strategies can make a significant difference with young

people in trouble. When programs are more responsive and climates are more conducive our potential for changing the attitudes and behaviors of troubled youth is greatly enhanced. Our potential for change is further enhanced through collaboration and interagency linkages. Fragmented, unilateral efforts are not effective in reversing the number of young people in trouble or the frequency of disruptive and violent acts committed by young people.

In interviewing the Youth Advocacy Directors, most Directors were of the opinion that the impact of individual Teacher Corps efforts would be realized not at one institution but at a combination of participating institutions including universities, schools, youth serving agencies and the communities.

There was unanimous agreement among the Directors that the greatest impact in terms of lasting potential would be at the local level with decreasing impact at the regional and national levels. All Directors were in agreement that what had happened at each site would not have happened without the strong and consistent federal mandate for change that Teacher Corps provided in sponsoring these Youth Advocacy efforts.

There was growing concern among the Directors that without this strong, consistent federal mandate and assistance, momentum and ground gained might be lost. They were of the opinion that looking to the local and state organizations and institutions as well as private foundations to provide adequate funding and support presented a very unsure and uncertain perspective at this time.

There was complete agreement among the Directors of the need for a strong national policy to address Youth Advocacy issues and concerns. It was felt that this policy should establish the nation's concern for all young people. In addition, support systems need to be restructured, eliminating duplication and fragmentation. Collaborative, cooperative interinstitutional support is needed. These new coalitions should represent an intentional process of bringing together interested and committed people not only from the various institutions and agencies providing youth related services, but private citizens and corporations to work together on behalf of youth. Public awareness and support needs to be increased. A more viable political base for Youth Advocacy issues should be developed. Greater opportunities for active participation and responsibility for young people must be provided.

Teacher Corps Youth Advocacy programs and research efforts clearly demonstrated the importance of creating new roles for youth in activity generation and decision making. When young people are actively participating and involved, sharing in the determination of environments and activities important things begin to happen. Attitudes and behaviors change. There is greater awareness and ownership of behavior and greater concern for others. These efforts in Youth Advocacy have created a new youth movement. This movement should continue to receive support.

At the present time we are seeing drastic reductions in federal budget appropriations for youth and youth-related programs. These include programs emanating from the Departments of Agriculture, Education, Health and

Human Services, Justice and Labor. This is happening at the same time that we are seeing extremely high percentages of unemployed teenagers especially among the poor and minority groups. The U.S. Department of Labor in Fall, 1981, estimated that the unemployment rate for youth ages 16 to 19 was over 19.3 percent and rising. This represents approximately 1.7 million young people out of work. The unemployment rate for blacks and other minority young people at the same time was 37.5 percent. This represents more than 350,000 minority young people out of work. (Bureau of Labor Statistics, 1981.) The National Institute on Alcohol Abuse recently estimated that 19 percent or three million youth are problem drinkers. In 1980, the Children's Defense Fund (CDF) fact sheet listed one out of seven children or nine million receive virtually no health care, and less than 30 percent of all children are covered by medical insurance. In 1981 CDF confirmed that one in 17 pregnant women, one in 10 Black mothers and one in 4 mothers under 15 years of age receive no medical care or none until the last three months of pregnancy.

Against the backdrop of our current times, let us not forget what the Youth Advocacy Teacher Corps projects have accomplished and the impact that has been made by this relatively small group of projects and people. Teacher Corps Youth Advocacy efforts have demonstrated a responsiveness to the problems and needs of young people. New coalitions have been formed to promote interagency cooperation. New programs have been developed at the universities, schools, youth serving agencies and communities. New materials have been developed, intervention strategies have been tested, learning climates improved, attitudes and behaviors of young people and adults changed. A tremendous investment has been made in people through staff development activities. Thousands of teachers, administrators, staff personnel and community people have been influenced and their competencies increased. In addition, a new cadre of young Teacher Corps Teacher-Interns have been prepared to work with troubled youth. The impact of all of these staff development activities in and of themselves represent a tremendous advancement in the numbers of those who are prepared to develop and implement Youth Advocacy programs across the country. But these Youth Advocates must be supported and others must be added to their ranks.

Youth Advocates need to continue every effort through organizations and the political arena to enlarge spheres of influence on behalf of all young people and especially troubled youth. There is a current misunderstanding that human services and programs for youth can be cut and it will not make a difference. Those who believe this do not understand the possible consequences of this misconception. Youth programs and youth serving programs do make a difference. Teacher Corps Youth Advocacy efforts have made a difference. These efforts have set new directions and provided new and more effective models for helping troubled youth.

Teacher Corps Youth Advocacy had less than ten years to make an impact. That impact was made, but primarily at the local levels. The next ten years were needed to set policy, and to impact programs for troubled youth in

the larger arenas. But there can be no doubt that there has been a beginning and there is momentum toward change. Additional support and continued efforts are needed at the local, state and national levels to improve our effectiveness with young people in trouble. We cannot afford to fail in this effort, for in failing we may lose our future.

References

Bureau of Labor Statistics, Department of Labor, Superintendent of Documents, Government Printing Office, Washington, D.C. 20402, November, 1981.

"Children's Defense Fund Third Legislative Agenda for Children, 97th Congress," 1520 New Hampshire Ave., N.W., Washington, D.C. 20036

14 Other Publications by the Ten Youth Advocacy Teacher Corps Projects with ERIC Listings

Clarence Walker

6/5/1
ED190973 CG014627
Walker's Sampler: Youth Advocacy Resources.
Walker, Clarence, Mehnert, I. & Meyers, H.W. (Eds.)
Vermont Univ., Burlington. Teacher Corps *Youth Advocacy Loop.*
1980 104p.; For related documents see CG 014 625-26.
Sponsoring Agency: Office of Education (DHEW), Washington, D.C. Teacher Corps.
Contract No.: 300-78-0250
EDRS Price - MF01/PC05 Plus Postage.
Language: English
Document Type: PROJECT DESCRIPTION (141); CLASSROOM MATERIAL (050)
Geographic Source: U.S.
Journal Announcement: RIEJAN81

This resource book, which provides a sampling of programs developed by the Youth Advocacy Projects of the Teacher Corps on behalf of troubled youth, is organized in three major sections. Section I presents outlines, resources, and critiques of staff development courses, organized according to target youth group(s) and by subject area. Section II describes model interventions in process at each project, grouped according to their focus on: (1) inservice/staff development; (2) program development that directly affects troubled youth; and (3) community involvement. Section III presents case

studies of four model programs with descriptions of their setting, intervention strategies, and evaluations of overall program effectiveness. (Author/HLM)

Descriptors: Case Studies; *Community Programs; Elementary Secondary Education; Guides; *Inservice Education; *Intervention; Program Descriptions; Program Development; Program Evaluation; *Resource Materials; *Training Methods; Youth; Youth Problems; *Youth Programs

Identifiers: *Teacher Corps

6/5/2

ED190972 CG014626

In Service of Youth: New Roles in the Governance of Teacher Education. The Youth Advocacy Projects of Teacher Corps.

Joyce, Bruce. Lougheed, J. & Meyers, H.W. (Eds.)

Vermont Univ., Burlington. Teacher Corps *Youth Advocacy Loop.*

1980 131p.; For related documents see CG 014 625-27.

Sponsoring Agency: Office of Education (DHEW), Washington, D.C. Teacher Corps.

EDRS Price - MF01/PC06 Plus Postage.

Language: English

Document Type: PROJECT DESCRIPTION (141)

Geographic Source: U.S.

Journal Announcement: RIEJAN81

This book describes the efforts of 10 state projects, funded by the Youth Advocacy Projects of the Teacher Corps, which brought students, teachers, school administrators, community members, youth service agencies, state education officials, and university personnel together to create more effective services for troubled youth. The first two chapters focus on the nature of the projects, their working hypotheses, and the use of community-based education programs for youth. The program design, goals, structure, and skill-building components of each project are presented in detail. The evaluation results across all projects are reviewed in an examination of the governance structure, social organization, emerging role relationships, training modes, and delivery systems. (Author/HLM)

Descriptors: *Discipline, Elementary Secondary Education, *Institutional Cooperation; *Nontraditional Education; Program Descriptions; Program Evaluation; *School Community Programs; School Community Relationship; *State Programs; Youth; Youth Problems; *Youth Programs

Identifiers. *Teacher Corps

6/5/3

ED190971 CG014625

Positive School Learning Climate.

Williams, Vivienne; Krager, Joan M. (Eds.)

Nebraska Univ., Omaha. Center for Urban Education.; Vermont Univ.,

Burlington. Teacher Corps *Youth Advocacy Loop.*
1980 115p.; For related documents see CG 014 626-27.
Sponsoring Agency: Office of Education (DHEW), Washington, D.C. Teacher Corps.
Contract No.: 300-77-0156; 300-78-0250
EDRS Price - MF01/PC05 Plus Postage.
Language: English
Document Type: PROJECT DESCRIPTION (141)
Geographic Source: U.S.
Journal Announcement: RIEJAN81

The purpose of this document is to assist the educational community in the development of positive school learning climates through the use of inservice teacher training programs and supportive classroom activities. The five exemplary, short-term seminars designed for school personnel by the Youth Advocacy Loop of the Teacher Corps are described in detail, specifically: (1) the "Administrative University" to help school principals develop individual discipline action plans; (2) the "I-Care" seminar to enhance the counseling skills of teachers; (3) the "Human Interaction Training" program to provide alternatives for dealing with disruptive behavior; (4) the "Alternative Learning Program," an in-school suspension program; and (5) the "Discussion Skills" project to acquaint students with overview of the National Institute of Education's Safe School Study and the report of the California Commission for Reform of Intermediate and Secondary Education and a bibliography on classroom management are provided. (Author/HLM)

Descriptors: *Classroom Environment; *Classroom Techniques; Demonstration Programs; *Discipline; *Educational Environment; Elementary Secondary Education; Inservice Education; *Nontraditional Education; Program Descriptions; School Personnel; Student Behavior; *Youth

Identifiers: *Teacher Corps

6/5/4
ED170887 EA011642
The Development of an Interagency Agreement. Office of Juvenile Justice and Delinquency Prevention and Teacher Corps Youth Advocacy School Crime Intervention Program.
Schwartz, Henrietta; Schwartz, Bernard S.
Youth Advocacy Loop, Peninsula, Ohio.
May 1978 117p.
Sponsoring Agency: Law Enforcement Assistance Administration (Dept. of Justice), Washington, D.C.; Office of Education (DHEW), Washington, D.C. Teacher Corps.
Contract No.: LEAA-J-IAA-060-6
EDRS Price - MF01/PC05 Plus Postage.

Language: English
Document Type: EVALUATIVE REPORT (142); RESEARCH REPORT (143)
Geographic Source: U.S.; Illinois
Journal Announcement: RIEOCT79

This report documents the successful coordination of two agencies, the Teacher Corps of the Office of Education (Department of Health, Education, and Welfare) and the Office of Juvenile Justice and Delinquency Prevention of the Law Enforcement Assistance Administration (Department of Justice), in the establishment of a joint program, the School Crime Intervention Component (Activity II) of the Teacher Corps Youth Advocacy Program. The report traces the historical development of the agreement and examines the program in order to make recommendations for future interagency collaboration. The methodology includes comparisons of the needs of the two parent agencies, use of a transactional model for analyzing the program's functioning, and examination of the organizational subculture of the program through the use of interviews, observations, and other information gathering methods. (PGD)

Descriptors: *Agency Collaboration; Case Studies; *Coordination; Organizational Change; Organizational Communication; Power Structure; Program Administration; Program Evaluation; Questionnaires

Identifiers: Office of Juvenile Justice Delinquency Prevention; Teacher Corps

6/5/5
ED170886 EA011641

Student Initiated Activities: A Strategy in Youth Advocacy.
Goodman, John (Ed.)
Vermont Univ., Burlington. Teacher Corps *Youth Advocacy Loop.*
1978 164p.
Sponsoring Agency: Law Enforcement Assistance Administration (Dept. of Justice), Washington, D.C.; Office of Education (DHEW), Washington, D.C. Teacher Corps
Grant No.: G007604001
EDRS Price - MF01/PC07 Plus Postage.
Language: English
Document Type: BOOK (010); PROJECT DESCRIPTION (141)
Geographic Source: U.S.; Vermont
Journal Announcement: RIEOCT79

This document is divided into five parts. In Part 1, the reader is introduced to the discussions that follow by an account of the effect of school crime on school climate, and the response of the Teacher Corps and the Office of Juvenile Justice and Delinquency Prevention in creating a joint program in youth advocacy to improve conditions in the schools. The second part is a

discussion of the history and present status of student initiated activities in the joint program. Part 3 is coverage of the Youth Participation Conference on Student Initiated Activities, held at Oakland University in November of 1977. The topics of the conference included coverage of both youth and adult training. The fourth section presents brief accounts of both regular Teacher Corps projects (Activity I) and the special youth advocacy program (Activity II). The last section is made up of various responses to and perspectives on the program. (IRT)

Descriptors: Agency Cooperation; Crime; Disadvantaged Youth; *Educational Environment; Elementary Secondary Education; Federal Programs; Inservice Teacher Education; Program Descriptions; School Vandalism; Student Behavior; *Student Participation; Youth

Identifiers: Office of Juvenile Justice Delinquency Prevention; *Teacher Corps; *Youth Advocacy